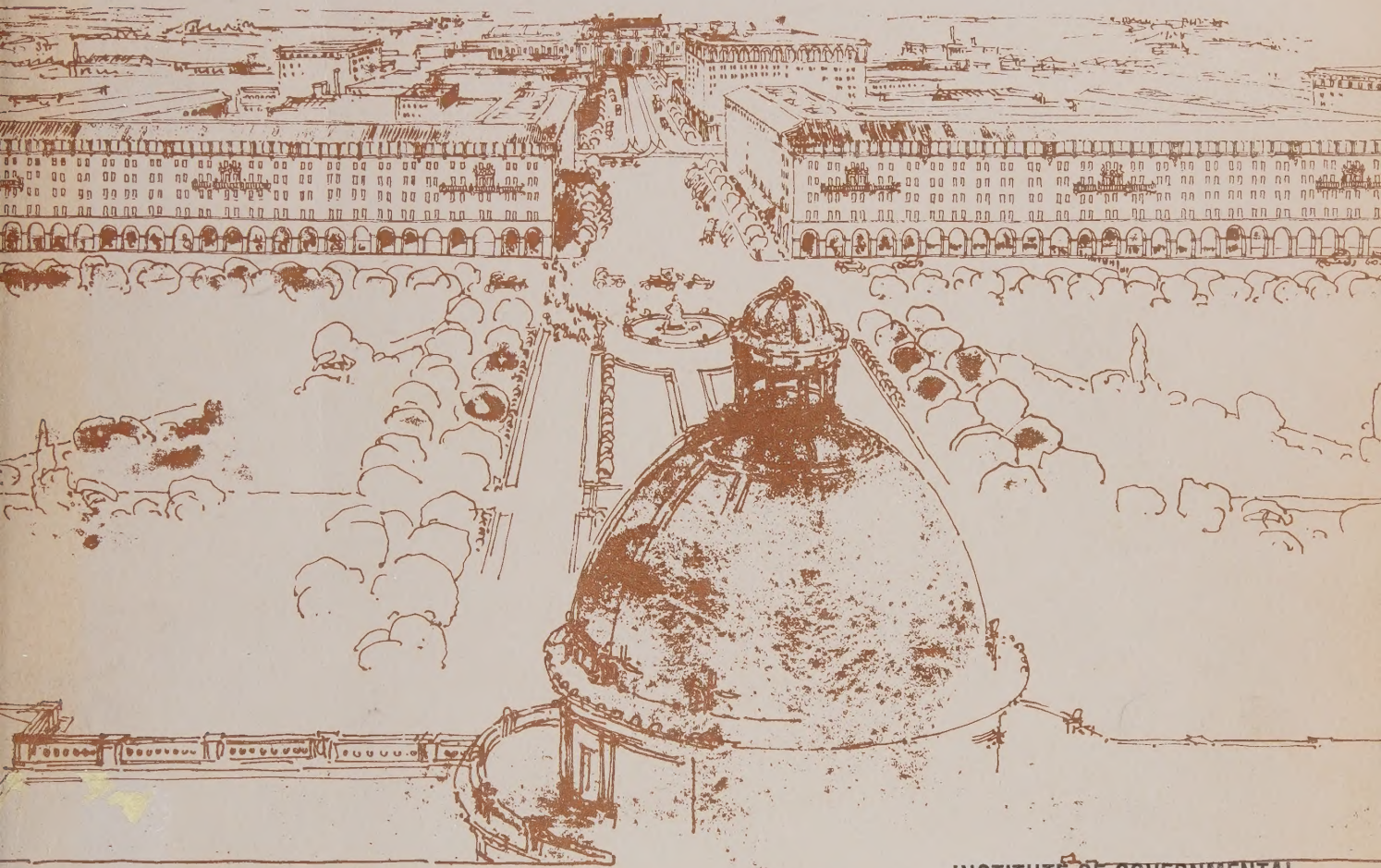


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PROGRESS OF A CITY PLAN FOR FRESNO



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CHARLES HENRY CHENEY UNIVERSITY OF CALIFORNIA

JUNE 1, 1918

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General Report on
PROGRESS OF A CITY PLAN FOR FRESNO

to the

Calif.
Fresno City Planning Commission

June 1, 1918

Charles Henry Cheney

By

Architect and City Planner

Claus Spreckels Building
San Francisco, California

Reprinted by

Fresno-Clovis Area Planning Commission,

October 1957

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CHARLES HENRY CHENEY

Architect
Consultant in
City Planning

Crocker Building, San Francisco

Removed to
Claus Spreckels Building

May 31st. 1918.

Miles O. Humphreys, Esq.,
President Fresno City Planning Commission,
Fresno, Calif.

Dear Sir:

Herewith I have the honor to submit a general report showing the progress of city planning studies for Fresno made during the last two years. It embraces the summary of general data taken, the surveys made and the deductions and recommendations proposed for the general improvement of the city.

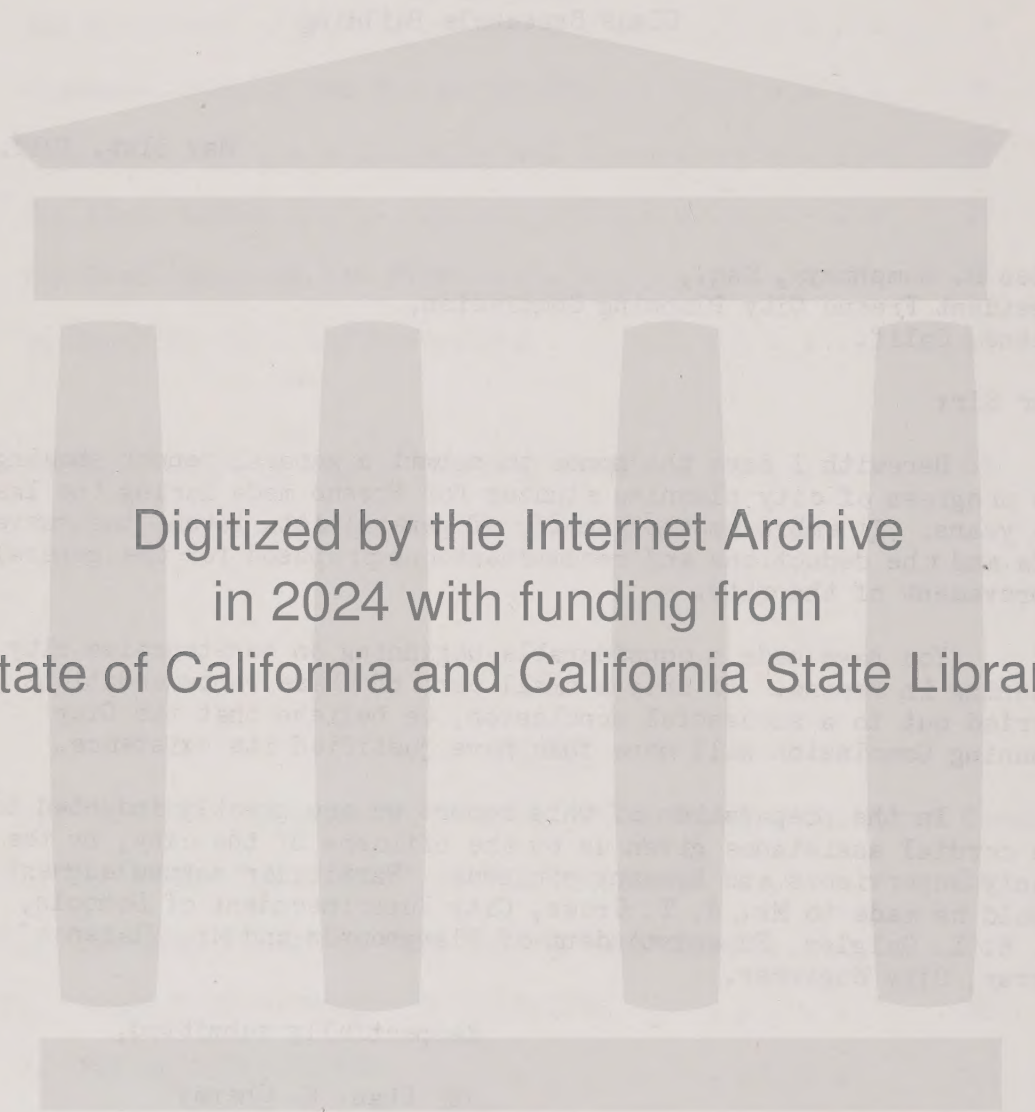
You have made a considerable beginning on constructive city planning in Fresno. If only a small part of these recommendations are carried out to a successful conclusion, we believe that the City Planning Commission will more than have justified its existence.

In the preparation of this report we are greatly indebted to the cordial assistance given us by the officers of the city, by the county supervisors and by many citizens. Particular acknowledgment should be made to Mr. J. T. Cross, City Superintendent of Schools, Mr. R. L. Quigley, Superintendent of Playgrounds and Mr. Clarence Murray, City Engineer.

Respectfully submitted,

/s/ Chas. H. Cheney

Consultant in City Planning.



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INTRODUCTION

For two years the Fresno City Planning Commission has been collecting data, maps and information and preparing the reports and suggestions which have been digested in the present general summary. Special investigators have taken up the different topics and filed reports on which the studies and recommendations here given have been based.

The preliminary and tentative character of these recommendations should be emphasized. They have been given careful and earnest study and the conclusions are the result of much research, after conferences with the State Railroad Commission, local officials and with the engineers and officers of public and private corporations, as well as with many prominent and thoughtful citizens of Fresno.

The city planner can only analyze and piece together the opportunities for improvement which develop as a result of his studies. Many of these opportunities have been known to you, or proposed before; others seem to have been overlooked. The gathering of them together, however, into one general comprehensive plan will result in greater economy, as well as greater health, comfort and convenience to the people of the city, should these preliminary plans be carried out.

When the two or three civic surveys still to be made are completed, all these deductions will be drawn together into one comprehensive plan, which may be called the City Plan. This Plan cannot however be final, except in a general sense. As the city is a living and growing institution, the city plan can never be absolutely finished, but must be subject to such amendments and readjustments as time and the advance of our civilization in a decade may dictate.

Since these studies were started a gigantic economic, social and business upheaval of the whole country has been brought about by the war. It has made necessary the unification of railroad lines, curtailment of traffic and of many forms of business and industry, with a resultant readjustment we cannot yet see the end of. But one thing is certain, and that is that careful planning of all municipal improvements, and of everything that goes to make up our daily life, must now be studied as never before.

The War and City Planning.

Enquiry made as to the attitude of similar commissions in other cities and abroad shows that as a consequence of war, city planning everywhere has become regarded as a more vital and pressing duty. France and England are taking up these things to-day on a great scale because they have learned that in municipal, as in other affairs, economy and the prevention of waste can be secured only by planning. The American Industrial Commission to France reports -

"Since the beginning of the war there has sprung up a strong city planning movement in France * * * We were impressed by the effects of this movement in the official rebuilding plans for Rheims and other ruined towns, in the expropriation of unsanitary quarters in Limoges and Marseilles, and in the great port and canal work at Marseilles, Bordeaux, Rouen and Le Havre.* * *

"They (the people of France) are doing these things because they find that they must do them to meet the economic competition with other countries which is coming after the war ***France is doing all these things at enormous cost, despite the super-human work of carrying on the war *** It is comparatively easy for us to plan for these emergencies. In peace times it is sheer common sense to give our best thought to the planning of our cities. It is imperative to do so now to meet the demands of war.*"

President Wilson in his message of April 15th, 1917, said "This is our opportunity to demonstrate the efficiency of a great democracy and we shall not fall short of it."

Lloyd George has stated, "There is no doubt that the present war presents an opportunity for a reconstruction of industrial and economic conditions...such as never has been presented in the life of the world. The whole state of society is more or less molten and you can stamp upon that molten mass almost anything so long as you do it with firmness and determination."

Fresno must meet its War Problems.

Government operation of the railroads has brought about consideration of a unification of lines and elimination of duplicate service that will probably accomplish within the next year most of the readjustments which the City Planning Commission had studied out with the idea that it might take 25 years to bring them about.

A Union passenger station is now perhaps immediately possible. But the city will have to present its case soon to the State Railroad Commission and the National Director of railroads or these matters are liable to be decided without the city being consulted.

Adoption of a Zone Ordinance a Wartime Necessity.

Industry, the production, handling and movement of freight, food and people, the contentment and efficiency of workers are all undoubtedly retarded in Fresno for lack of a proper building zone ordinance. The early passage of such a measure is a wartime necessity.

Study of public markets and the distribution of food and produce is a war matter that the City Planning Commission proposes to take up next.

These matters cannot be neglected. While it is true that the acquisition of the Civic Center, new parks and many other improvements must patriotically be postponed, however much they are needed, and

thus constitute after-the-war programs, it is also true that Fresno must be ready for the great after-the-war expansion of trade and industry.

The people of Fresno should be given every opportunity to understand the matters herein developed, tentative and preliminary as they are. To that end these reports should be published, in order that they may after full discussion and revision if necessary, be adopted and put into execution by the city trustees.

People unfamiliar with methods of city development which are being followed by the more progressive cities of the country, may hesitate to adopt the broad scheme of growth here presented, thinking that it involves expenditures too great to be borne. However, a little reflection will show that city plans are adopted by wise and progressive cities for the very purpose of cutting down and ultimately entirely eliminating those mistakes of arrangement, and duplications of public improvements, which have heretofore generally resulted from the city's haphazard growth without any plan, causing very expensive readjustments later.

As an Eastern City Planning Commission recently put it, "The ideal city for business, for manufacturing, and for homes cannot be otherwise than well arranged, well built and clean - and such a city has already all the chief essentials of beauty."

This is a Program for 25 years of Growth.

The program of development for Fresno here outlined has been based entirely on the assumption that it will take twenty-five years at least to work it out in full. This period of time should be kept constantly in mind. No large bond issues or other immediate expenditures are anticipated. Practically every new building, street opening, widening, paving or other improvement here mentioned, will come up anyway. Planned in advance the city will be ready to have each count for the most with the least expenditure.

Studies made by the City Planning Commission to date.

During the past two years the City Planning Commission has completed the following surveys and reports:-

Survey of transportation, railroads, freights, possible Union Depot and Union Freight Terminal, readjustment of railroad lines, subways and grade crossings.

Brief industrial survey to get at reasons why industries locate here; what advantages or disadvantages they are under and what the city can do about it.

Studies of the existing uses of property, location and type of buildings now in the city, their heights, and areas of the lots covered.

Study of the natural tendencies of growth of the city, existing business, residence and industrial zoned and needed protections.

and building regulations, with comparison of such regulations adopted by other cities.

A Building zone ordinance and preliminary suggestion for boundaries of possible districts to meet the requirements of the city.

Examination of streets, traffic and necessary street openings and widenings.

A tree census, noting all existing trees, their age, condition and type.

Survey of possible locations for a civic center, developing plans which have been adopted by the City Trustees and the County Board of Supervisors.

Study of the development and possible arcading of the Plaza and property facing on the courthouse park.

General study of a future park system with connecting boulevards and parkways.

Work which the City Planning Commission has before it to do.

- (1) Survey of public markets, food distribution and other war economies, including the improvement of the industrial district and the housing of employees.
- (2) Survey of the physical needs of the schools, in cooperation with the Board of Education.
- (3) Survey of the Recreation needs of both Adults and Children in Fresno, in cooperation with the Playground Commission.
- (4) Presentation of the city's case for the more economical unification and readjustment of railroad lines, before the State Railroad Commission and the National Director of Railroads.
- (5) Preparation of plans and maps showing the city plan as far as developed, with notation of necessary widenings and openings of streets, civic center, proposed new parks, playgrounds, schools and other municipal improvements reasonably to be anticipated within the next two decades, in order to give all departments of the city government and people a convenient record of proposals evolved from the surveys made.

The carrying on of City Planning work in Fresno is a proper and sensible war-time activity. It will require a reasonable budget for the coming year.

San Francisco has already made a substantial appropriation for the fiscal year from July first, 1918 - July first, 1919. The Berkeley City Planning Commission has decided upon a budget of \$3100 for the same period to carry on items of work almost identical with those yet to be done in Fresno.

Most properly during the war, all building activities are as far as possible being held up. When the war ends there will be a great accumulation of necessary buildings which will have to be rapidly pushed in order to catch up. This activity will include numerous new public buildings and paving which Fresno already needs.

It is therefore imperative that the Fresno City Planning Commission be given sufficient funds in the next budget to get ready in advance and with time to thoroughly work them out, complete plans for the city's growth when building, paving and other municipal improvements are resumed.

THE RAILROADS

In any comprehensive plan for the City of Fresno to grow to, the railroads must of necessity form a very important and to some extent a controlling part. We believe them to be practically the backbone of the city plan. On their prosperity, growth and improvement will largely depend the prosperity, growth and improvement of Fresno. The city is therefore vitally concerned in their development, at this time when it is embarking upon the policy of developing a comprehensive plan for the future.

Up to the present, in Fresno as elsewhere in most of the principal cities of this country, all growth has been haphazard. While the railroad engineers may have made plans for the future which are more or less far-seeing and comprehensive, they have not taken the city into their confidence. While there were many reasons for this reticence on their part, the chief one seems to have been that as the city had no continuity of policy, the railroad would seem to be likely to defeat its own purpose - or what was for a long time thought worse, show its hand to a competing line - by divulging any future plans it may have had.

It was to remedy this condition of affairs that the State Railroad Commission first was appointed, and that later, in 1915, the State Legislature directed all cities of the State to establish City Planning Commissions, to study out these problems for the city as far as possible in cooperation with the railroads and others interested. Unification of operation since the government took the railroads over brings closer cooperation that is much nearer. We believe, now that the city has made it definitely the business of a permanent responsible commission to work out these plans for the future, that we shall find the railroads co-operating to the fullest extent, whether the government ceases to operate them after the war or not.

During the war, and for some time thereafter, the government undoubtedly will unify all lines as far as possible. Here is the great opportunity of the cities which are ready to obtain a trial of such readjustments and simplifications of railroad lines within their boundaries, as are to the city's best interest. If Fresno is alive to the situation, the city can probably obtain now from the government what it would otherwise take two decades and great expenditure to bring about.

Cooperation between the City and the Railroads.

A marked change in the attitude of cities and railroads towards each other has been taking place during the past ten years, not only in California but throughout the United States. It has been remarked upon by city planners as one of the evidences of progress toward comprehensive planning. As one distinguished authority recently pointed out, "In the past, the attitude of railroads has been, especially in California, arbitrary and inimical to the interests of the people at large; and the attitude of the cities, in consequence, retaliatory and exacting toward

the railroads. Such hostile attitudes appear everywhere to be giving way to a greater spirit of fairness and a marked desire for cooperation on all sides. One of the leading authorities of this country, Bion J. Arnold, in his new Chicago Railroad Terminal Report, says: "The easiest thing for the city to do is to require nothing and to let the railroads have what they ask; the most difficult thing for the city to do is to require the railroad companies to carry out the plan best suited to the entire city, at their own expense; the just thing to do is to join with the railroads in carrying out, on some equitable basis, the plan which will gradually put into effect such recommendations as are considered sound."

Mr. Arnold makes very clear in many passages of his report that there is no disposition on his part to cause the railways loss or inconvenience, but that he sincerely believes such co-operation between the railroads and the city will ultimately benefit both parties concerned. It is such a broad and liberal spirit that I would invoke to solve the present and all future problems of railroad transportation.

The Modern Attitude of the City Planner Toward the Railroad.

"In connection with the different authorities quoted, there may be added a word about their significance. A decided change has come about in the attitude of the city planner towards the railroads. After the architects - supplanting the surveyors and civil engineers - had gained a hold upon the making of city plans, they for a while thought they had jealously to guard themselves against the influence of the railroad engineer. This has changed lately.

"The Boston Metropolitan Improvements Commission would scarcely have been appointed except for the commendable initiative of the two strong organizations of the architects of Boston. The Report of the Commission considers as the 'paramount question' - 'The great problem of transportation in its various phases' and as the 'Subject which it was most essential that this Commission should investigate'.

"Perhaps still more striking was the experience of Chicago where the public spirited members of the Commercial Club spent over \$100,000 in financing the late Daniel H. Burnham's report on a city plan, beautifully printed and wonderfully illustrated. This stunning plan may be considered as a typical product of that older school in city planning which did not give full recognition to the fundamental importance of a preliminary and exhaustive investigation into the railroad problem. It was not at all surprising, therefore, that the great work of the Chicago Commercial Club started a long discussion on the railroad problem as the one point on which the plan of the Club was weakest. This discussion led, largely to the creation of a self-appointed Citizens' Terminal Plan Committee, which invested another \$100,000 in order to get an exhaustive investigation into the steam railroad terminals, as the necessary basis for the city plan. The product of this great enterprise is the "Report on the Re-arrangement and Development of the Steam Railroad Terminals", submitted to the Citizens' Terminal Plan Committee of Chicago by Bion J. Arnold, Chicago, November 18, 1913. This report is different from

previous railroad investigations of other cities by reason of the mere fact that it is made in the City of Chicago where such an enormous amount of energy has been spent in popularizing great city planning ideas. This report, therefore, shows a leading railroad engineer thinking in terms not only of railroad engineering, but of city planning, one of the most necessary steps in the development of the new science and art of city planning which is so essentially an art of collaboration, coordination, composition.

"The fact of such large sums being spent in these different cities for mere investigation into railroad problems gives an idea of the overpowering perplexity of the railroad problems of these cities; problems which in some cases have grown into serious calamities."

The Most Advantageous Location of Railroads in Fresno.

Following several months' study of the local situation, we prepared, in the spring of 1917, a "First Study of the Most Advantageous Location of Railroads for the People of Fresno." This study (Drawing No. 2, accompanying this report)* was made with the idea that in 25 years or sooner, the city by careful planning and by securing the cooperation of the Railroads, might bring about the readjustments of lines proposed. This plan is of course a general scheme which was not carried into detail, but we believe that it contains the essential elements of policy which the city should both aspire to and work towards the accomplishment of.

The plan is based upon certain preliminary deductions as to the probable permanent ultimate location and restriction, by zone ordinance, of the districts within the city best suited for the use of residence, business and industry.

The Future Industrial, Residential and Business Districts of Fresno.

These districts, after a study of existing conditions from the Use of Property Map and frequent visits to the neighborhoods, seemed naturally to fall into the boundaries shown for them. It is part of our program later on to make a more detailed and careful alignment of zones, but for the present purpose, i.e., to determine their relation to the railroads, these boundaries are near enough exact.

Industrial Districts: We have found the general prevailing desire of packers, warehousemen, industries, merchants and citizens interviewed to be that the industrial district should be at the southeastern part of town, between the two railroads, where it is now already pretty generally established.

As the prevailing winds in Fresno are from the northwest, the southeast is the best side of town for industries to be located where smoke, dust and odors will be blown away from the residence and business districts. Railroad connections are most convenient here and ample room for expansion exists to the south without interference further into the natural residential districts of the city to the east and north. This Industrial District is shown in black on the accompanying maps.

*Not Reprinted

The Use of Property Map shows that industries have begun to creep into the good residential districts in the neighborhood of Tulare and North First Streets, and if not immediately guided by the city a large portion of this section of Fresno is undoubtedly doomed to deterioration, similar to that which occurs in every city which has no ordinance limiting industries to a specific area. The intrusion of industries into the residential districts is a serious problem, one that the industries are as desirous of having settled practicably, as the residence owners. It is as important to make a safe place for industries to locate in without fear of future protest and possible eviction, as it is to establish permanent neighborhoods for homes only.

Residential Districts:- The general residential areas of the city seem naturally to have been selected by the present owners because of their desirability for residence purposes and uses. The courts have in recent years often decided that those neighborhoods are entitled to maintain their established tendency of growth and to protection from intrusion, blighting and deterioration. A railroad is a bad thing through a residence district, because it is the business of a railroad to locate industries along its lines to increase its freights.

A serious example of such an intrusion, or rather unnecessary blighting factor to a residence district is found in the Friant Branch, Southern Pacific Railroad through the eastern residential area of Fresno, discussion of which will be made below.

Railroad Trunk Lines through the City.

Grade crossings of all through railroads will have to be eliminated sooner or later. Progressive cities and railroads are doing this as fast as it can be done economically. If we consider with this the necessity for protecting residential districts, by the possible refusal of further building permits for industries north of Ventura Street, along the Santa Fe and the Friant Branch of the Southern Pacific, these roads no longer will have any special reason for maintaining their present lines where they are, except for their investment for road-bed and right of way. In other words if reasonably compensated for these last items they could as well run their tracks somewhere else on another route if practically as direct.

We believe that in the end it will prove most economical for all the railroads, existing and future, to combine on one right of way of general railroad path across the city for main trunk lines. This would be sensible planning, and in line with what other cities are striving for. A recent report the City of Oakland says:-* *

"How can the city plan serve railroad development and therefore industrial and commercial interests? The first duty of the city plan in this connection is always to provide a wide and unobstructed highway, an open door for the entrance of trunk lines. Only by proper control of main lines will main entrances to the city be protected against undue and harmful interference by local traffic. Where these entrances are in a still unsatisfactory state, proper planning must develop them to efficiency. Again, only by proper planning will the door be held open for new trunk

*From-Report on a City Plan for the Municipalities of Oakland & Berkeley, by Werner Hegemann, 1915.

PROPOSED RE-ADJUSTMENT OF RAILROAD LINES.

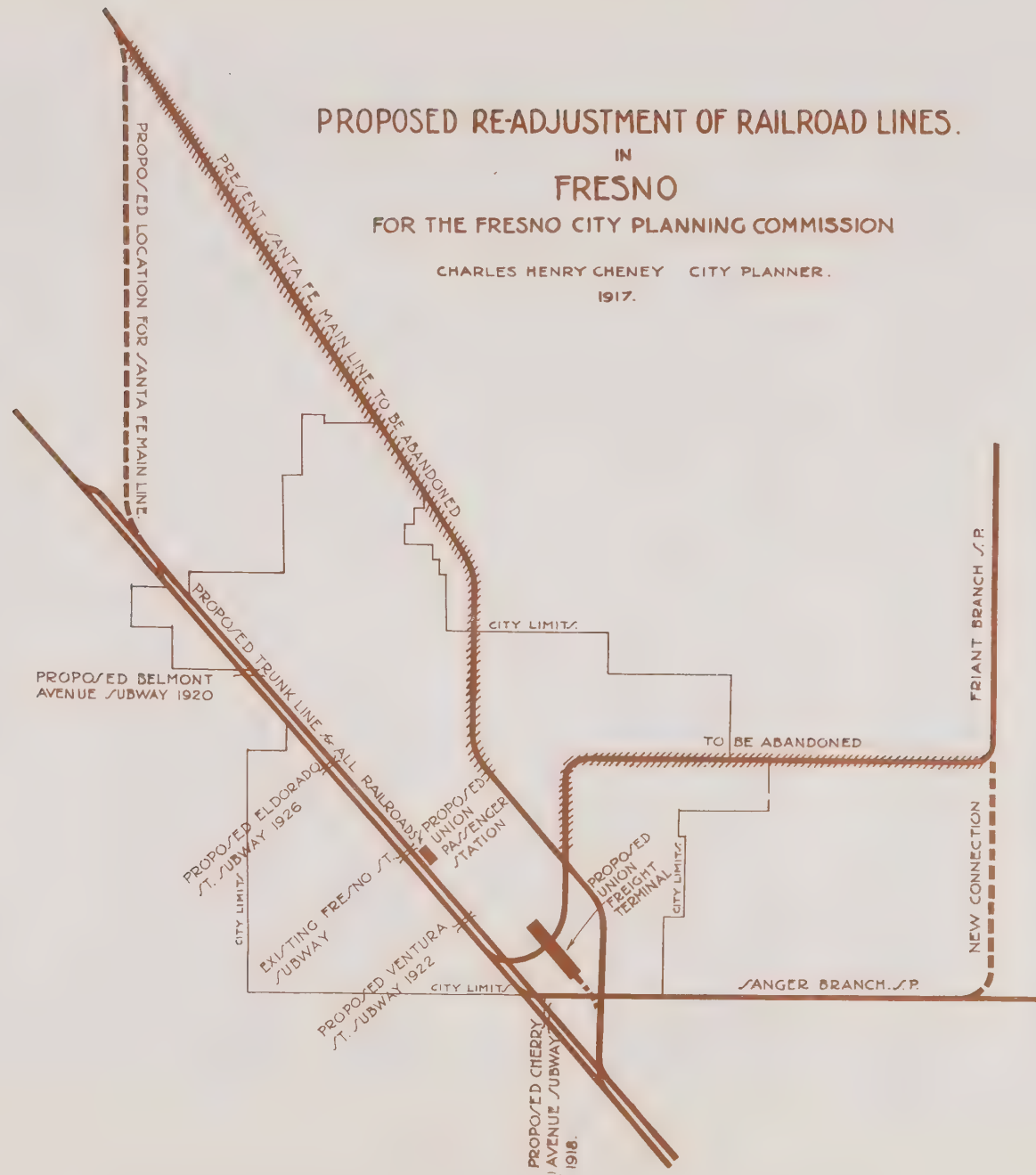
IN

FRESNO

FOR THE FRESNO CITY PLANNING COMMISSION

CHARLES HENRY CHENEY CITY PLANNER.

1917.



lines, which sooner or later will find their way to that city which gives them convenient connections...." The early coming of the Western Pacific into Fresno is to be anticipated, if the railroads go back to private operation after the war.

"The railroads must forget their private struggles the moment they enter the precincts of a great city. However desirable railroad competition may be, the streets of great cities are not the places to fight out these battles. By using the new fills along the waterfront for linking together the different lines, two wide and efficiently operated railroad highways, one to the north and one to the east can be created. This will have many advantages; a right of way sufficiently wide for efficient management comes into existence; a joint use by the different companies on the interchange or reservoir principle will give higher efficiency at less cost of maintenance; the danger arising from street grade crossings by two roads paralleling each other within a few city blocks will be avoided; the elimination of grade crossings where necessary will be much easier. The crossings of the main line tracks, if they cannot be abolished, can be separated much more easily"...

Fresno can be as quick to make use of such planning and forethought as Oakland. The same arguments are potent here.

Joint Use of Tracks for the Southern Pacific and Santa Fe, through the City.

Twenty-five years is a short time in the busy growth and development of a prosperous city, in the center of such a large and rich country as we find here.

In twenty-five years from now, say by 1940, the railroads will themselves have made a great many changes and improvements. Both the Southern Pacific and Santa Fe expect to double track their valley lines, probably within five, or at the most within ten years. It is not unlikely that the Southern Pacific at least will electrify its California Lines inside of fifteen years, in fact it is said by those well informed on this company's affairs that if Harrison had lived this electrification of the Valley Lines would already have been effected. Great as are the present investments of the Southern Pacific and Santa Fe in Fresno, they are certainly but a percentage of the total investment these roads must have here by 1940, to do the business that will be here then.

It is not, therefore, in any way unreasonable and it would seem only common-sense for the City of Fresno to take up with the railroads at this time the readjustment of all lines in the City in order to secure the most advantageous ultimate solution of their mutual problem.

As a preliminary basis of planning, for the best interests of the people of Fresno, it seems fundamental that there should be one Main Trunk Line Path only, with joint use of tracks for all railroads, crossing the city. We believe that a fair, economical and reasonable readjustment can be made whereby the Santa Fe and Southern Pacific enjoy a joint use of tracks for all main line trains, from a point approximately one mile north of Roeding Park to Calwa.

The present Southern Pacific wide reservation across the city from northwest to southeast is evidently best suited to become the ultimate broad trunk line path for all railroads. In fact, it is the only one that could be used without enormous expense and serious disturbance to many blocks of existing improvements. The Southern Pacific will have to be duly compensated for the proportional cost of this line when used by other roads. But the other roads could not be overburdened with an undue proportion of compensation, or they would abandon or stay out of Fresno. With the equities preserved it should not be a too difficult problem to work out.

A Union Passenger Station.

With one path for all railroads established across the City the Union Depot is no longer a problem. It would become an essential part of the scheme, one of the great natural advantages to be derived from the execution of such a plan.

The location of this Union Passenger Station would then most naturally be established at "L" and Mariposa Streets, convenient to the business center, traction lines and closing the vista down Mariposa Street from the Courthouse.

There are two kinds of Union Passenger Stations. The first is what is called a "Passing Through Station" where the railroads stop their trains and continue them on through tracks in the same direction. The second is "The End-On-Terminal Type" where incoming trains must afterwards be backed out and outgoing trains first backed in. The second type is very inconvenient, occasions a loss of time in railroad operation and we do not believe that a City situated as Fresno is on the main line of the railroads between San Francisco and Los Angeles, can profit by having anything but a passing through Union Depot of the first type. With all the railroads using one path across the City, the passing-through type would be the logical one.

A Union Freight Terminal.

There is immediate demand and we believe necessity for a Union Freight Terminal. With the establishment of the industrial district south of Monterey Avenue, between the present Southern Pacific and Santa Fe Lines, as shown in black on the accompanying maps, and with all future industries, warehouses and similar businesses limited to this location, it would seem logical that a Union Freight Depot should be located approximately in the center of this area. We have therefore proposed that it be placed between "L" and "M" Streets, just south of Santa Clara Avenue.

Thus centrally placed it would be convenient to the business and wholesale districts, while not obstructing the main arteries of travel on H, I, J and K Streets. This location is approximate. A shift of one block more or less in either direction may be made later if detailed study seems to require it, but the general position will probably be found as satisfactory for the business interests as possible.

The Union Freight Depot matter is not particularly dependent upon the other readjustments of the Railroads outlined above. It could be taken up independently, and while probably requiring several years time to work out, we believe that it can well be pushed by the commercial bodies of Fresno at an early date.

Terminal Cooperation has been fought for and established by the Railroads themselves in many American cities. Dr. Hegemann reports to Oakland:-

U. S. SUPREME COURT and Largest Railroads in Favor of Terminal Co-operation.

"Anyone who should consider such a beneficent and efficient co-operation between the different railroad corporations to be rather a fantastic plan, hardly possible under American competitive conditions must be reminded that the two highest authorities on this point that could possibly be found in the United States, i. e., the Supreme Court and the legal counsel of railroads controlling one-third of the railroad mileage of the United States, have expressed themselves in the strongest and most explicit terms in favor of such terminal combinations. In 1889 the railroad magnate, Jay Gould began the creation of such a terminal combination for the large railroad center, St. Louis, where the physical conditions of the surrounding land, together with the rivers, produced a situation showing some very striking analogies to the situation in Oakland. The Terminal Association of St. Louis which he created, finally had about forty-five millions of dollars of mortgage and an authorized capital stock of fifty millions (Twenty-eight millions were issued.) When, later, an effort was made to force the dissolution of this Terminal Association, as representing a restraint of trade, unlawful under the Sherman Act, the counsel of the powerful railroad companies made the following statements (United States vs Terminal Railroad Association of St. Louis; decided April 22, 1912; in U. S. Rep. 224, p. 838.)

'Community use of terminals in a large city is more than a matter of convenience or economy; it is an absolute public necessity. Every consideration of a public nature points to a consolidation of the terminals and to a common use of them by all the railroad companies coming into the city. But to avoid the odious phases of a monopoly, this use must be open to all upon equal terms.'

'Any new railroad built into St. Louis now has but to secure a way to a terminal track and it has at once the advantages of the entire terminal system. Terminal service is a matter of internal economy which the companies may adjust to mutual advantage.'

'This opinion of the corporation lawyer, speaking for the most powerful American railroads that could be gotten together is shared by the Supreme Court. The Court says in its opinion:

'Terminal systems are a modern evolution in the doing of railroad business and are of the greatest public utility. They, under proper conditions, do not restrain, but promote commerce.'

In support of its opinion the High Court quotes the expert opinion of railroad engineer Albert L. Perkins: "The terminals of railway lines in

any large city should be unified as far as possible." The Supreme Court also approves of an opinion given by the Missouri Court, quoting it as follows: "Referring to the legitimate use of terminal companies, the Missouri Court said that a more efficient means of keeping competition up to the highest point between parallel or competing lines could not be devised. The destruction of the system would result in compelling the shipper to employ the railroad with which he has switch connection.

"Suppose it were required of every railroad company to effect its entrance to this city as best it could, and establish its own terminal facilities, we would have a large number of passenger stations, freight depots and switch yards scattered all over the vast area and innumerable vehicles employed in hauling passengers and freight to and from these stations and depots. Or suppose it became necessary in the exigency of commerce that all incoming trains should reach a common focus, but every railroad company provide its own track; then not only would the expense of obtaining the necessary rights of way be so enormous as to amount to the exclusion of all but a few of the strongest roads, but, if it could be accomplished the city would be cut to pieces with the many lines of railroad intersecting it in every direction, and thus the greatest agency of commerce would become the greatest burden."

Increase of Freights and Increase of Population.

The normal present rate of population increase in Fresno is approximately ten percent per annum. The United States Census Bureau gives Fresno's rate of increase as 99.6% for the decade 1900 to 1910; that is, at the present rate of growth we should say that the normal expectation for the year 1917 would be 4000 new people added to the permanent population of the city. If we took this as the basic rate only for the next 25 years, without compounding it, we should say that Fresno would have approximately 100,000 more people than the 10,000 here today, or a total population of 140,000 in 1940.

In their estimates for the requirements of the new sewer system now building, Olmsted & Gillclem, Consulting Sanitary Engineers, predicted a population for Fresno of 175,000 in 1940 and 220,000 in 1950. We believe that these estimates are reasonably conservative.

Careful observation of the freight business in this country shows that the volume of freights increase four times as fast as population. Bion J. Arnold, who is probably this country's greatest authority on railroad planning, in his Chicago report says there is a well established law that freight traffic increases as the fourth power of the population. "This means that a doubling in freight business will result from an increase of about 20% in population. To care for conditions that will thus be brought about, greatly enlarged railroad facilities must be anticipated."

With railroad improvements sure to come in Fresno to take care of this volume of business, it is essentially sound policy to plan in co-operation with the Railroad Companies for the establishment of a central Union Freight Terminal and for ample team tracks and classification yards.

Removal of Southern Pacific Friant Branch through the City.

As previously pointed out, the Southern Pacific Friant Branch has become a serious problem and menace to property values in the residence district through which it passes, from the Santa Fe to one mile east of the city limits. As may be expected, the railroad has begun to locate industries along this line, to increase its freights. These industries make the neighborhood, for two blocks on each side of them, undesirable for residence. The owners in the district bordering the Friant Branch are therefore faced with the impossibility of sale, consequent deterioration and loss of rents unless the City speedily gives them protection by the passage of a zone ordinance limiting new industries to the natural industrial district on the southern side of the city. The fact that the railroad, or an industry, was there first has been held by the U. S. Supreme Court as not a sufficient reason for obstructing the progress of a neighborhood to a high class residence use. (Ex Parts Hadachek 36 Sup Ct 143, (1915)).

A determined effort should be made by the City to get the railroad to abandon this line, from Ventura Street eastward for about two miles to where it turns north toward Friant. This line could then, it is suggested, be extended southward to connect with the Sanger Branch, near Butler, 2 miles out of town. If advisable the Friant Branch from Sixth Street east could be operated by the traction company electrically as a passenger line. If connection were made with the Sanger Branch, the traction company could make its freight deliveries to the Southern Pacific at the east end of its present fruit line, which runs east from the County Hospital.

The railroad should abandon its right of way entirely between the Santa Fe Crossing and North Sixth Street. This would eliminate the dangerous grade crossings at Ventura Avenue and at Huntington Blvd. extended west as well as at other minor street crossings.

Government Operation of Railroads.

Whether Government operation of railroads leads to Government ownership or not, it seems certain that one unified, non-competitive system has been adopted to stay, and that hereafter all railroads must operate on a basis of economy and service to be rendered without the enormous wasteful investment in and maintenance of parallel and duplicating lines.

It has long been observed that as far as cities are concerned it is disastrous to permit a number of lines to cross the city at grade, or on a number of elevated embankments, because the city is then cut up into a great number of areas between those lines or embankments which cannot stand the type of improvements which cluster along railroad lines.

Rates hereafter are probably also to be based on the greatest economy of service and are not to be allowed because of investment in unnecessary duplication of lines. The cities of Berkeley, Oakland and Alameda are now up before the Railroad Commission asking that no additional rates be allowed in passenger service on the Southern Pacific and Key Route lines, where they unnecessarily parallel or duplicate each other and these cities have filed

with the Railroad Commission a "composite equivalent" plan showing how one unified system might serve the cities with a great saving of operation and equipment without reducing the service. This case will probably be decided within the next two months and will be the basis of considerable help to Fresno because the proposed readjustment plan for Fresno is in the nature of a "composite equivalent."

Government Readjustment Probably Coming Anyway - Better be Ready for it.

While no one can foretell the exact changes to be made by the Government Director of Railroads, there seems little doubt even in the minds of the railroad men themselves whom I have talked with, that much further simplification and unification of lines will be made before long. It would therefore seem the wisest course for Fresno to anticipate this Government readjustment and to make up its mind at this time as to what it would most like to have done to bring about the greatest economy, convenience and public welfare. The city which can clearly lay before the Government its desire in this regard, is mostly likely to get what it wants.

Getting the Matter Before the State Railroad Commission.

At the present time the State Railroad Commission is practically the greatest city planning agency in the State of California. Its fairness and the wisdom of its decisions are respected alike by cities and railroad companies. Whether the State Railroad Commission, under the new system of Government operation retains its regulatory power, or becomes only advisory to the National Government, the force of its decisions will be great.

The City of Fresno therefore while asking the cooperation of the railroads and the National Government should appeal as has heretofore been customary to the State Railroad Commission for a hearing and determination of these problems. The procedure necessary is for the city trustees, or the City Planning Commission or the Chamber of Commerce, or all of them, to file a complaint setting forth what is desired.

Passage of Zone Ordinance Would Strengthen This Case.

The City Planning Commission was last year advised by an engineer of the Railroad Commission that the passage of a zone ordinance definitely establishing the city's business and industrial districts would materially strengthen the city's case when it appears for a readjustment of railroad lines before the State Railroad Commission.

The Recent Los Angeles Application for a Union Depot Plan.

In the spring of 1916 the Municipal League, Central Development Association of Los Angeles, Civic Center of Los Angeles, City of Pasadena, City of Alhambra, City of San Gabriel and City of South Pasadena filed with the State Railroad Commission complaints against the railroads and the City of Los Angeles asking that "The State make a comprehensive investigation into the entire railroad situation of Los Angeles, including such matters as union passenger and freight terminals, the elimination of railroad grade crossings, the crossing of railroad tracks by railroad tracks and related matters affecting the comfort, safety and convenience of passengers traveling to, through and from the City of Los Angeles, and the safety of freight so moving. The Railroad Commission is asked, upon the completion

of such investigation, to make its orders in the execution of such plans as the Railroad Commission may formulate. The Railroad Commission is asked to do a constructive work of magnitude in the interests of the people of Los Angeles and other sections of California."

The defendant railroads and the City of Los Angeles at first contended that the State Commission did not have jurisdiction. After hearing the evidence the Commission decided on October 21, 1916 in Decision No. 3905 that it did have such jurisdiction and this was later upheld by the Supreme Court of California in July 1917. The Commission then immediately proceeded to hear testimony from the complainants and from the City of Los Angeles which, while it at first questioned the jurisdiction of Railroad Commission in regard to grade crossings within the boundaries of the city, nevertheless joined in co-operation with the Commission to work out a permanent future plan of transportation lines and terminals for the city.

The City Council of Los Angeles appropriated the sum of \$20,000, (a like sum being supplied by the State), which it put in the hands of the Railroad Commission to make such investigations and studies of existing conditions, growth and probable future development as the Commission should deem necessary. The engineer of the Commission is now making these reports and it will probably be September first, 1918, before a final report is rendered to the Commission and decision on the case rendered.

The Southern Pacific and Salt Lake Railroads combined in preparing a plan for a Union Depot and mainline trackage and have filed this plan with the Commission. Three other plans have also been filed for the location of the union passenger station. Evidence of grade crossing accidents and of the danger at certain important crossings has been presented by the engineers for the various complainants.

While these plans and pieces of evidence undoubtedly will be most seriously considered by the Railroad Commission, it seems likely from the testimony and questions of the Commissioners at the public hearings that they are going to take greatest account of the findings of their own staff of engineers. Fresno, therefore, has here a very definite parallel of procedure for its own case.

OUTLINE OF CASE FOR READJUSTMENT OF RAILROAD LINES IN FRESNO.

In order to secure a hearing and decision on the readjustment of railroad lines for the elimination of grade crossings, establishment of a union depot and union railroad freight terminals, the city planning commission could file a formal complaint with the State Railroad Commission on the following grounds:

1. That the people of Fresno are in great danger on their public streets and suffering injury and loss from the evils of and excessive number of grade crossings of steam railroads, on unnecessary duplicating lines, and that these lines could be readjusted to eliminate such evils.

2. That any such readjustment is connected with and inseparable from the permanent treatment and layout of passenger lines crossing the city and with the permanent freight terminals, distributing yards and industrial tracks of the railroad systems.
3. That they are at great and unnecessary inconvenience suffered by having two or more passenger depots at widely separated locations of the city.
4. That it would be better for both the city and the railroads to have one main trunk line path for all railroads across the city; that the present Southern Pacific 600 foot wide reservation across the city from northwest to southeast is best suited to be used for this mainline path and is the only one that could be so used without enormous expense and serious disturbance to many blocks of existing improvements.
5. That the present Southern Pacific freight yards and roundhouse from north of Fresno Street to the north city limits are a nuisance and a menace to the comfort, convenience and welfare of the people of Fresno who are entitled to relief by removal of these yards to Calwa, there to be combined with the extensive yards of the Santa Fe.
6. That the appropriate orders and advice of the State Railroad Commission is sought in order to secure the cooperation of the United States Director General of Railroads and of the several railroad companies, in order that the following readjustments and relief may be given:
 - a. To bring the mainline of the Santa Fe Railroad to a junction with the Southern Pacific Railroads at some point approximately two miles north of the present city limits.
 - b. To eliminate the present line of the Santa Fe Railroad north of Tulare Street to a point approximately $2\frac{1}{2}$ miles north of the present city limits.
 - c. To eliminate the Friant branch of the Southern Pacific Railroad east of Angus and Ventura Streets and to readjust this line to turn south about two miles east of the city limits until it meets with the Sanger branch of the Southern Pacific on California Avenue, near Butler.
 - d. To determine upon a reasonable program for the elimination of all unnecessary grade crossings over the mainline of the Southern Pacific and for an equitable program of building of subways where main arteries cross this line, approximately one-third of a mile apart, the cost and construction to be distributed over a period of twenty-five years.

Evidence and Appearance Before the Commission.

To prove these complaints and to show the reasonableness and necessity for the plan proposed the City Planning Commission and the City should present general evidence and have its City Attorney, City Engineer and Consultant in City Planning appear at the public hearings of the Railroad Commission, and present maps and diagrams demonstrating these points.

The maps and plans of the City Planning Commission already prepared will form the first basis of evidence. The zoning maps of the city and diagrams will state the case, as far as it can now be foreseen from the city planning standpoint. The City Attorney in preparing his briefs will probably develop additional diagrams and data that should be presented.

The City of Fresno must then be prepared after consultation with the Railroad Commission, to place in the hands of that body a sum sufficient to make such independent investigations as in their judgment are necessary. These investigations would cover a history of the city including street railroads, population, growth, traffic, etc; franchise study of all railroads, showing present franchises and effect of proposed changes, assembling and indexing of all engineering data; comparative study of the plan proposed by the city, by the railroads and by any other agency; studies of the occupancy, use, character of building and land values of the various zones or districts of the city; operating studies, tracing carloads to destination in various industrial tracts with comparative studies; constructive engineering studies of cost of changes, equivalents, exchanges of property, of city lands, freight requirements and industrial districts.

HIGHWAYS, STREETS AND STREET TRAFFIC

Highways into Town.

To a city situated on a comparatively level plain, in the center of a tributary, agricultural community of several thousand square miles, the highways into town are of the greatest importance to commercial prosperity. The existing flow of farm wagons, trucks, automobiles, etc., into this great market center, in years past has worn several well established grooves, that only need good solid highway pavement to complete a very effective tributary system.

The main street traffic arteries in the city are also fairly well established, with a few missing links needed to connect them up to the best advantage. On the accompanying maps 2 and 3, we have shown the probable net work of highways and main traffic arteries which should be adopted as the "backbone" or skeleton of the future city plan. It is necessary to consider these highways and traffic arteries carefully in order to determine the future subways and grade crossing separations over the railroads.

\$1,000,000 in New Paving in Next Ten Years.

From a comparison with cities of similar size, we estimate roughly that during the next ten years there will be ordered in Fresno, approximately \$1,000,000 of street paving, practically all of which will be paid out by the taxpayers and the abutting property owners.

While this is not over-large for a growing city, it would evidently be only common sense to plan to have this paving put down on streets that lead to the established railroad crossings, permanently located for at least the life of the pavement, say twenty years.

Therefore, before any paving program is laid out, we should determine what are to be the permanent traffic arteries, and where grade crossings of the railroads, subways, or over-passes are permanently to be established by agreement between the City, the Railroads and the Railroad Commission.

Subways and Separation of Grade Crossings.

In studying the elimination of grade crossings over main line railroads and the decisions of the California State Railroad Commission thereon, it seems probable that Fresno must plan for not more than one subway in each half to three-quarters of a mile of main line. The chief reason for this is the expense involved. The present subway on Fresno Street cost over \$100,000. Although believed at the time it was built (over 10 years ago) to be ample in size, it now seems too narrow for the new problem of automobile traffic. We therefore believe the City should deliberately plan for approximately six wide subways, to be built within the next fifteen years, under the proposed single path or line for all railroads across town, at approximately the following intervals from North to South, and at the dates approximately

**PROPOSED SYSTEM
OF
MAIN TRAFFIC ARTERIES
FRESNO**

FOR THE FRESNO CITY PLANNING
COMMISSION

CHARLES HENRY CHENEY
CITY PLANNER 1917.

STATE HIGHWAY
BELMONT AVE.
WHITE'S BRIDGE AVE.
CALIFORNIA AVE.
FRESNO ST.
TULARE ST.
VENTURA ST.
BUTLER AVE.
HAMILTON ST.
JENSEN AVE.
FRUIT AVE.
ELM AVE.
ORANGE AVE.
PARALEL AVE.
NIELSEN ST.
STANLEY ST.
TULARE ST.
FRESNO ST.
VENTURA ST.
HAMILTON ST.
JENSEN AVE.
FRUIT AVE.
ELM AVE.
ORANGE AVE.
PARALEL AVE.

CHARLES HENRY CHENEY
CITY PLANNER 1917.

indicated, in order of urgency:

1. At Belmont Avenue 1920
2. At Eldorado Street 1926
3. At Tulare Street 1930
4. At Ventura Street 1922
5. At Cherry Avenue 1918
6. At Church Avenue or Jensen Avenue 1930

The contemplation of such expensive improvements, when taken together is rather staggering to the taxpayer who is not accustomed to think of matters becoming due so far in the future. Yet their sum is not great for a growing city of the size of Fresno, and if properly anticipated and prepared for the cost need not be burdensome.

By comparing carefully the experience of other communities considerable saving should also be made by adopting new methods and proportions in the distribution of costs.

In discussing "The Railroad in its relation to the Street System" in his recent book on "Planning of the Modern City," Nelson P. Lewis, Chief Engineer of the City of New York, states:

"Railroads built through thinly settled districts which produce little business for them are obliged to keep their original construction cost down to the lowest possible figure and to provide for betterments from their future earnings, and this policy is often followed even with respect to the portions of their lines entering or passing through urban districts. This is all very reasonable from the railroad point of view, but it may be disastrous in its effect upon the city plan.

"The work of grade separation is often delayed until such conditions exist and then either the railroad is compelled by the exercise of the police power of the state to elevate or depress its tracks or the work is undertaken and the cost is divided between the railroad company and the city, while in many cases the state pays a portion of the expense. The laws governing the distribution of the cost of this work vary greatly, and the determination as to how it is to be divided is considered to be a function of the state and not of the municipality.

"In New York State a newly constructed railroad is required to carry its tracks either over or under all existing roads or streets at its own expense, nor is it permitted to cross another railroad at grade. In the case of new streets which may be carried across an existing railroad the expense is divided equally between the railroad and the city, town or county. Where an existing grade crossing is to be eliminated one half of the expense is imposed upon the railroad company, one quarter upon the municipality or County and one quarter is assumed by the state in view of the need of the work as essential to public safety, which is of statewide concern.

"In Connecticut laws enacted as early as 1876 required each railway company to remove at its own expense one grade crossing each year for every

50 miles of road owned or operated. When, in addition to this, a railway petitions the State Railroad Commission for the abolition of a grade crossing the company pays the entire expense. If the petition is made by the town or city the State Railroad Commission may order the railroad company to pay 75 percent of the expense and the town or city the other 25 percent if the highway existed when the railway was built; but if subsequently laid out and constructed the cost is divided equally. If the Railroad Commissioners order a change without petition the railways pay 75 percent of the cost and the state the other 25 percent..

"In Iowa, cities of over 7,000 population may require any railway to build one viaduct across any public street in any one year, the entire cost of the work to be borne by the railroad company, but the city is to pay all damages which may result from the separation of grades.

"Massachusetts has a general grade crossing law, under which each case is considered by a special commission appointed by the Supreme Court. Sixty-five percent of the cost is paid by the railroad, not more than 15 percent by a street surface railroad, and the remainder is divided between the state and municipality, the share of the latter being limited to ten percent.

"In New Jersey the Commission may order grade crossings to be abolished at the sole expense of the railroad company, except that if a street or road is occupied by surface railway tracks the company owning such tracks shall contribute ten percent of the cost.

"The work of grade crossing elimination involves such great expense that it can seldom be carried out in a wholesale fashion, but must be undertaken progressively. It is a mistake, however, to consider each crossing or even a group of crossings in close proximity to each other as a separate problem. As in all other city planning, a comprehensive scheme should be worked out in advance, even though it may be years before it is entirely completed.

The California Railroad Commission is on record that grade crossings must eventually be generally eliminated.

Hon. Alex. Gordon in "Accidents at Grade Crossings" says:-

".....California, with less than 4 percent of the population of the country and less than 2 percent of the steam railway mileage, furnishes nearly 5 percent of the deaths and injuries reported to the Interstate Commerce Commission as resulting from grade crossing accidents on steam railroads."

"Another matter is that of closing railroad crossings which are not absolutely necessary. There are many instances in the state where public crossings have been built to serve one or two people who could be served almost as conveniently at some adjacent crossing.".....

The Different Kinds of Streets.

Since the motor vehicle came into general use about ten years ago all theories of street traffic and streets which we formerly held have had to be revised, both as to where the traffic should be encouraged or discouraged, and as to the type of paving that must be provided.

The old idea that every street must be a through street and a traffic street has had to be abandoned because of the speeders, the danger to children, and pedestrians in general from swift moving vehicles on rubber tires, and the additional dirt and noise which they cause, making the through traffic streets less desirable for residence, especially for families with children and for quiet homes.

On the other hand the kick and suction of fast moving rubber tires, as well as the great weight of loads on the new motor trucks, has made it necessary to provide a new and much heavier and more expensive type of paving with wide roadways for traffic streets.

The result is that we are now in many cities carefully working out a network of main traffic arteries to provide the shortest and most direct route between the various parts of the city which must be reached, putting down wide heavy hauling pavements on these traffic streets.

On the minor residential streets the effort now is to make in general about every fifth street a traffic street and keep narrow roadways as indirect as possible and uninviting to the speeder.

The Waste in City Pavements Amounts to Millions.

In Berkeley the examination of one square mile of residence district showed that nearly \$100,000 worth of needless pavement, i.e., pavement wider than was required by traffic could possibly demand, had been put down at the expense of abutting residence owners. At this rate, there is some \$3,000,000 waste pavement in the whole city of Berkeley. In Los Angeles, there is probably \$15,000,000 at least of waste pavement, put down largely for show purposes (and yet not on the main traffic streets, which are generally far too narrow), but at an overhead expense that seriously deters small home ownership.

Constructive city planning will prevent such waste to a large extent. In many cities it has suggested economies of great magnitude. The responsibility for existing wastes is not due to inefficient city officials, but to competing jurisdictions and to lack of coordination under our diversified system of government, which did not work to any definite plan.

The Types of Streets in Fresno.

We have therefore studied the streets in Fresno as of the following four general types:

1. Main Traffic Arteries or Major Thoroughfares, with or without car lines.
2. Boulevards and Pleasure Drives.

3. Hauling and Business Streets.

4. Minor Residential Streets.

Plan numbers 2 and 3 show the probable net work of highways and main traffic arteries which should be adopted by the city as the backbone or skeleton of the future city plan. Their relation to the present and future subways under the railroad and the ultimate elimination of grade crossings was shown above.

In regard to minor residential streets, Edward W. Bouton, who laid out Roland Park, the most successful residence neighborhood in America, near Baltimore, says:-

"The chief mistakes made in the treatment of purely local streets have commonly arisen, in the writer's opinion, from a failure to discriminate, with sufficient sharpness, between the traffic, in respect of both its character and its volume, to which local streets are subjected, and that which thoroughfares are called upon to accommodate. The result has been a failure properly to discriminate between the necessary requirements of the two. Purely local streets are made unnecessarily broad - which results in a waste of valuable land."

Streets to be opened.

CHERRY AVENUE - From Van Ness Avenue to Los Angeles Street - 60'

NELSON AVENUE - From Glenn Avenue to Calaveras and Divisadero - 100'

S. STREET - From Angus to Hazelwood Boulevard - 80'

WHITESBRIDGE AVE - From Trinity to C. Street - 60'

G. STREET - From Sylvia to Tehama Street - 80'

DRY CREEK BLVD - Along Dry Creek, east from Park Avenue to
east 1st Street -
West from Tehama Street to Kearney Boulevard.

NEW CENTER BLVD - From Olive Street and Roeding Park diagonally to Normal School, along Roeding Estate Ditch. From Van Ness Boulevard and Herndon Canal, east along this Canal to Dry Creek, thence along Mill Ditch to Cedar Avenue, thence through Barton Vineyard and Recreation Park to Ventura Avenue. Thence via Maple, Chestnut, Jensen and other avenues to Braly Ditch, Fanning Ditch and Kearney Boulevard. From Tehama Street via Houghton Canal and diagonally northward to Olive Avenue.

SHEPHERD AVENUE - Thomas to Belmont.

EL DONATO - From L. Street.

HAZELWOOD BLVD. - From Butler to Cedar Avenue.

Streets to be widened.

HAMILTON AVENUE - From L. Street to Orange Avenue - to 80'
NEILSON AVENUE - From Park Boulevard to Glenn Avenue - to 100'
DIVISADERO STREET - From Blackstone to Fresno - 100'
HARRISON AVENUE - From Belmont to Thomas - to 60'

To be Abandoned.

ACACIA STREET - From Belmont to Thomas.

Paving Program - Heavy Traffic Pavements.

BELMONT AVENUE - From Van Ness Avenue east to city limits.
NEILSON AND DIVISADERO - After widening from Park to Tulare.
TULARE STREET - From East 1st. Street to east city limits.
ANGUS STREET - From Tulare Street to Ventura Avenue.
FIRST STREET - From Tulare Street to north city limits.
S. STREET - From Divisadero to Ventura Avenue.
HAZELWOOD BLVD - From Ventura Avenue to Butler St.
G. STREET - From Fresno Avenue to Tehama St.
TEHAMA STREET - From G. Street to Belmont Avenue.
C. STREET - From California Avenue to El Dorado Avenue.
EL DORADO STREET - From Neilson Avenue to Trinity St.
TRINITY STREET - From El Dorado to Whitesbridge.
WHITESBRIDGE AVENUE - From C. Street to west city limits.
FRESNO STREET - From A. Street to west city limits.
KEARNEY BLVD - From Fresno Street to west city limits.
CALIFORNIA STREET - From the Southern Pacific Railroad to west city limits.
ELM AVENUE - From California Street south.
C. STREET

Note: Section defining Class I to IX missing.

(Class IX continued) industrial districts, including retail and wholesale business and dwellings, apartments and hotels.

CLASS X Noxious and odor producing factory, winery, refinery and tannery district, including any business but no new residences or housing.

CLASS XI Packing Houses, Wholesale warehouses and business, but no new residences or housing.

(Note) Residence Districts of CLASS ONE will comprise all of the City of Fresno not placed definitely in a District of another class.)

HEIGHT DISTRICTS.

The Ordinance will also provide for protecting the various parts of the City from the dangers of overcrowding and the depreciation of property values by the building of scattered overhigh buildings.

The following Height Districts are therefore proposed: (They may overlap a number of different classes of USE DISTRICTS) -

2 $\frac{1}{2}$ Story Districts - Limited to a maximum of 2 stories and finished attic, not to exceed a total height of 32 ft. to finished ceiling line of attic floor, above the curb.

4 Story Districts - 4 Stories not to exceed 52 ft.

6 Story Districts - 6 Stories not to exceed 72 ft.

(Note) - The 2 $\frac{1}{2}$ Story Districts will comprise all of the City of Fresno, not otherwise designated to be in a 4-story or a 6-story district.

These Height Limits are to apply only to new building permits.

AREA DISTRICTS.

For the purpose of guaranteeing in the future sufficient light and air, by regulating and determining the area of yards, courts and other open spaces of buildings hereafter erected, it is proposed to divide the City into five Classes of Area Districts. (Half of adjoining alley may be counted for rear yard requirements.)

A Districts - Courts at any given level to have a least dimension of 1/12 of height of building. (For Industrial Districts)

B Districts - Courts and rear yards at any given level to have a least dimension of 1/6 of height of building, minimum for rear yards, 10 percent of lot. (For 6-story Business Buildings.)

DIAGRAM OF PROPOSED USE DISTRICTS

BUILDING ZONE MAP OF THE CITY OF FRESNO.

AS TENTATIVELY ADOPTED BY THE
FRESNO CITY PLANNING COMMISSION

JUNE 29 1917.

AMENDED AUGUST 10 & 27, OCTOBER 5 & 20, NOVEMBER 14, DEC. 8.

William H. H. H.
PRESIDENT

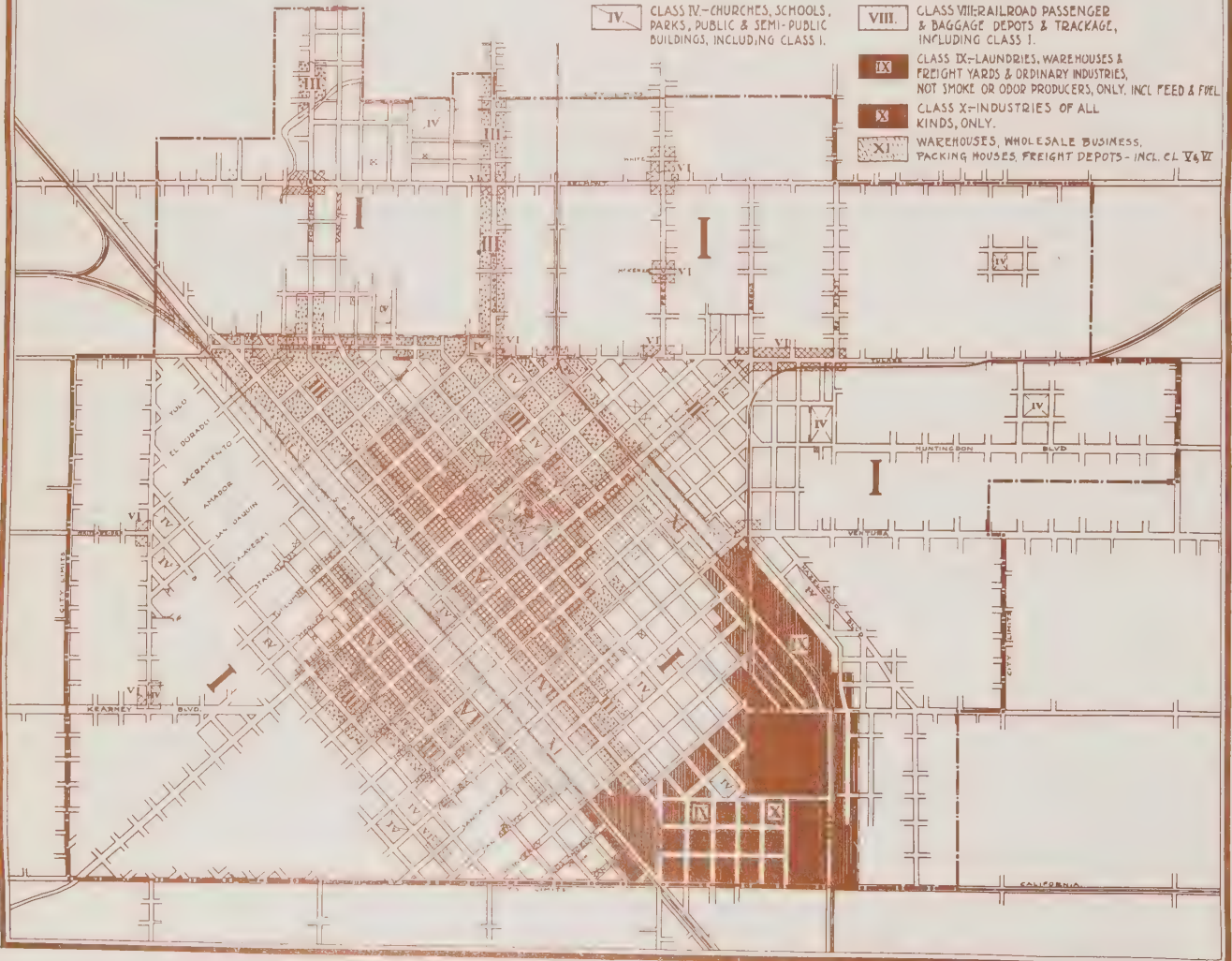
Chas. H. H.
CONSULTANT

SECRETARY

FEET 0 10 20 30 40 50 60 70 80 90 100
SCALE OF FEET

USES OF BUILDINGS & PROPERTY HEREAFTER TO BE LIMITED
TO BOUNDARIES OF DISTRICTS INDICATED AS FOLLOWS:—

- | | |
|--|---|
| I CLASS I.—SINGLE FAMILY DWELLINGS ONLY. | V CLASS V.—RETAIL BUSINESS, STORES & OFFICES, INCLUDING CLASSES I, II, III, & IV. |
| II CLASS II.—FLATS, GROUP DWELLINGS INCLUDING CLASS I. | VI CLASS VI.—GARAGES, & DRY CLEANING, INCLUDING CLASSES I, II, III, IV, & V. |
| III CLASS III.—APARTMENTS, HOTELS, INCLUDING CLASSES I & II. | VII CLASS VII.—HOSPITALS, SANITARIA & CHARITABLE INSTITUTIONS, INCLUDING CLASS I. |
| IV CLASS IV.—CHURCHES, SCHOOLS, PARKS, PUBLIC & SEMI-PUBLIC BUILDINGS, INCLUDING CLASS I. | VIII CLASS VIII.—RAILROAD PASSENGER & BAGGAGE DEPOTS & TRACKAGE, INCLUDING CLASS I. |
| | IX CLASS IX.—LAUNDRIES, WAREHOUSES & FREIGHT YARDS & ORDINARY INDUSTRIES, NOT SMOKE OR ODOR PRODUCERS, ONLY, INCL FEED & FUEL. |
| | X CLASS X.—INDUSTRIES OF ALL KINDS, ONLY. |
| | XI WAREHOUSES, WHOLESALE BUSINESS, PACKING HOUSES, FREIGHT DEPOTS—INCL. CL. V & VI. |



C Districts - Rear yard minimum depth at any level equal to $1/4$ of building height. (For Ordinary Business Districts)

D Districts - Rear yard minimum depth at any level equal to $1/3$ of height of building. Residences may not cover more than 60% of lot. (For residence and apartment Districts close in, and for small business centers.)

E Districts - All buildings to be detached on all sides and rear yards to have a minimum depth equal to $5/12$ of the height of the building. Residences may not cover more than 50% of the lot. (For Outlying and Best Residence Districts.)

Note - E Districts will comprise all of the City of Fresno, not otherwise designated or set aside in A, B, C, or D Districts. These restrictions will apply only to new building permits.

The following reasons are given by the commission for the necessity of such an ordinance:-

Statement Issued by the City Planning Commission.

The new State Zoning act passed by the last legislature and the ordinance which established the Fresno City Planning Commission direct that it shall propose to the City Council building regulations provided for the establishment of districts or zones within which the use of proportional area of the lot which may be lawfully covered by improvements shall be limited. Such regulations are necessary to promote the public health, safety and general welfare as well as the comfort and convenience of our citizens.

The law says that hereafter the City Council shall not determine the boundaries of any zone or district, until the City Planning Commission shall have made an investigation, taking into reasonable consideration the character of each district of the city, its peculiar suitability for particular uses, the conservation of property values and the direction of building development in accord with a well considered plan. The Commission is then directed to hold public hearings, and make a final report to the City Council, after which the Council may proceed to establish the districts by ordinance.

Pursuant to these duties imposed upon it, the Commission has for some months been making a careful investigation of the various parts of Fresno and has carefully worked out what, in its opinion might be the boundaries of such districts in order to assure the greatest benefit to the greatest number of citizens of this city.

The commission realizes that restricting a man's free use of his own private property is one of the most serious responsibilities that a city can undertake. Its members are all firmly convinced that zoning is vitally accessory for the public good and that the districts as proposed will secure the greatest amount of public good, for the least amount of individual damage to private property affected. The conclusions and recommendations tentatively adopted are the result of very intensive and detailed study of local conditions and the trend of growth in each part of the City of Fresno.

Want New Population to Benefit Us.

The next 50,000 people to come to Fresno, and we believe they may be expected within ten years, must come to our benefit and not settle among us to our detriment. Strange as it may seem, it is found that the incoming population is very liable to intrude stables, garages, and even small stores into residence districts, to congest in buildings unsuited for additional tenants and thereby menace the health and safety of the community.

We find that the city has become divided into more or less clearly defined districts of different occupancy, use and type of building construction. There are the central business and retail store districts, about which is a fringe of garages, hay, grain, feed and fuel yards; warehouse and industrial districts, apartment and hotel districts, flat districts and then the great encircling private single family dwelling home districts.

We find that there are strong social and economic forces working towards a natural segregation of buildings according to type and use and that in general the greatest land values and rentals are obtained where this segregation and uniformity are most complete. One purpose of districting regulations is to strengthen and supplement the natural trend towards such segregation.

But in spite of the natural trend towards this segregation, building development so far in many parts of this city is very haphazard. The natural trend has not been strong enough to prevent the invasion of a district by harmful and inappropriate buildings or uses. Once a district has been thus invaded rents and property values decline and it is difficult ever to reclaim the district to its more appropriate uses.

Zone Ordinance Prevents Depreciation.

Individual property owners are helpless to prevent these intrusions and the depreciation of their property. The establishment of a zone ordinance will do for individual owners what they cannot now do for themselves - set up uniform restrictions that will protect each against his neighbor and thus be a benefit to all.

While we are not, as yet, in possession of sufficient data to accurately measure it, we can say with certainty that the destruction of property values throughout both the business and residential sections on account of these intrusions have reached very large proportions. It does not stop with the owners and areas immediately affected, but is reflected in depressed values throughout the city.

With some \$35,000,000 already invested in Fresno real estate (assessed at 60% of its value, or \$22,000,000) a plan of city building is necessary that will tend to protect these property values not only for individual owners but for the community as a whole.

First of all it is only sensible to protect the areas of the city as yet unspoiled and to insure that the millions that will be invested in improvements in the next few years are spent for the permanent upbuilding of a great and ever greater city. Permanence and stability can only be secured by farsighted zoning regulations that will harmonize the private interest of owners and the health, safety and convenience of the public.

Urgent Need of Regulation.

Fresno is growing. The city is, as yet, not as badly spoiled as it will be if improper and unsuited uses of buildings continue to be licensed by building permits of the city government. We believe that a comprehensive zone ordinance such as that proposed cannot be too soon adopted by the Fresno city council. However the commission intends to give property owners every opportunity to confer with it as to the boundaries proposed and to hold public hearings for that purpose.

Increase of Automobiles Causes Problems.

The great increase in the number of automobiles on our city streets has caused many new and increasingly difficult traffic problems. We are told by the state highway commission that we must expect to see twice as many automobiles in use two years from now. Such conditions require the setting aside of about every fifth street as a traffic street with extra wide and heavy pavement. In residence districts families with children can no longer live in safety on such a traffic street, nor does the ordinary home owner care for the dust and noise of such a thoroughfare. Quiet, homelike residence neighborhoods will hereafter require narrow paved roadways which do not invite the speeder and which save the needless waste of paving already found on many of our present residence streets.

It is estimated that approximately \$1,000,000 of new paving will be laid down on Fresno City streets in the ordinary course of events during the next ten years. Common sense business methods require that the city should now make its program for such paving, well in advance, in order that through routes may be linked up and waste avoided wherever narrow roadways are the proper type.

It is evident that we cannot decide on a sensible street paving program until the city has established definitely with some degree of permanence its districts for business, residences and industries.

Summary of Reasons for Zoning.

The Fresno City Planning Commission therefore is proposing the passage by the city council of a zone ordinance regulating the use to which buildings hereafter may be put, their height and the proportion of the lot which may be occupied by them. This proposal is made with a keen appreciation of the unfortunate results of the lack of such regulations in the past and the urgent need of them to insure better control of

future growth. The commission believes that the results of such control by the city will be as follows:

To prevent undue congestion of population.

To insure better sanitary conditions, providing minimum requirements for light and air.

To simplify the problem of street traffic regulations.

To make possible a sensible and more practicable street paving program for the future.

To render possible great economies in paving city streets through a decrease in the width of roadways, where size and number of buildings are limited.

To ensure the permanency of character of the districts when once established.

To prevent the scattering and intrusion of any inappropriate and destructive uses of buildings which deteriorate and decrease property values.

To protect the maintenance of the home and to offer one district at least in the city that will be safe to industries from the objection of small property owners, where every fire protection, transportation, power, water, sewer, paving and other facility can be offered.

Finally, to make Fresno a more orderly and convenient place in which to live and to work.

The Basis of Zoning.

The zones proposed are based on the following fundamental principles:

Provision for ample light and air is a prime essential in building regulations.

In each section of the city the building regulations should be adapted to the special requirements of that section.

In general the two sides of a street, block by block, should be in the same class of district and the dividing lines of districts should come down alleys or centers of blocks rather than in the centers of streets.

As a general rule it is desirable to treat all buildings on both sides of the street in a given block according to a uniform rule. There should be a substantially uniform contribution from each owner to the light and air of the block. Block ventilation is essential to well

ordered development. Rear yards should be required wherever buildings come back to back. Over-high buildings are a menace to the business districts, as they cut off the light and air of their neighbors, cause undue street congestion which may interfere seriously with the movement of fire apparatus and endanger the occupants of high office and loft buildings.

How the Proposed Boundaries were Determined.

During the past six months the commission has had prepared maps of Fresno showing the location and present use of all buildings, probable network of main traffic arteries and studies of the most advantageous relocation of railroads for the people of this city.

By showing the uses of buildings in ten different colors corresponding to the proposed classification in the new zone ordinance, the natural segregation which has so far taken place in the city became evident.

Industrial Districts.

In all cities the worst blighting factor has been the scattering of factories, warehouses and packing houses through business and residence districts. Investigation among the present packers and industries here shows that there is a general consensus of opinion that Fresno has at present no adequate industrial district with proper railroad and hauling street facilities and that such a district should most properly and conveniently be established on the southern side of the city.

The prevailing winds from the northwest would then blow the smoke and odors away from the city and the concentration of railroads provide an easy and practical development for that purpose. The commission has therefore, after careful examination of location conditions, proposed the districts of classes IX and X as shown on the accompanying map.

It is believed that in these areas a model industrial district can be built up where the packer or manufacturer can have unlimited spur track facilities with deliveries from both railroads and from the Western Pacific when it comes into Fresno, with wide hauling pavements and no sidewalks, if desired. There is ample room for expansion of the factory district to the south, and Fresno may already look to the time when most of the property between the south city limits and Gilwa will be completely occupied with food product industries and the other types of manufacturing profitable in the center of a valley of a size of the San Joaquin.

Examination of the industrial districts in most cities shows that the manufacturers are hampered and held back by small deteriorated residences and tenements, the owners of which continually try to hold up manufacturers to buy them out, claiming nuisance and at the same time protesting all new spur tracks, paving expense, extra fire protection, etc.

The industrial districts here proposed have therefore been limited to industries only, with no building permits hereafter to be issued for new residences on the areas included in these districts. If the city prevents factories and industries from going into residence districts, it is only just to the manufacturers to keep residences out of the factory district.

There is an important measure of protection to the whole city in such restriction from the factory district. The problem of congestion of population is closely related to the location of trades and industries. Employees working long hours at low wages can afford neither the time nor the money to live far from their work. Careful surveys in many cities show that a very large proportion of such employees will live within walking distance of their work, even though this necessitates their living in the most congested and unwholesome quarters. Fresno wants no slums and cannot afford to put any hampering influence on industries; but this Zone Ordinance can provide adequate housing areas adjacent to the factory areas, preventing in the future the encroachment and ruin of one upon the other.

Business Districts.

The retail business districts of Fresno having clung very closely to the core of the city, but there are evidences of a tendency in the past two or three years to seriously scatter small stores and garages out among the residence districts, where they are a constant menace to residence property.

Concentration helps retail business. Stores, trades, offices and undertaking parlors require protection from intrusion of garages, coal and feed yards, oil supply stations, and construction and material yards. The retail business man must be where the greatest number of people conveniently pass his door; hence this type of district requires the greatest facility of transportation and traffic. Women and people trading do not like to pass the entrances of garage, fuel and feed yards, and it is an acknowledged fact that retail business has difficulty in growing past such establishments. Cities are finding that it pays to protect their high class shops so far as possible and that these other type of businesses, which are of course also necessary to our daily life, can do as well on the fringe of the business district. Retail business, therefore, in Fresno has been provided for in Class V, and the fringe businesses in Class VI, which will also permit retail business of Class V as well. This will protect the retail business and provide an extra lap of expansion for it to grow to.

Fixing the boundaries of the business districts is difficult. They should be big enough to allow for a reasonable expansion without scattering. Even the most optimistic believer in the growth of Fresno could hardly anticipate that the number of business buildings will more than double in land needed during the next fifteen years. If then, twice the area that is now occupied for business be put in the business districts, it will be about all that the city could at this time reasonably establish.

Residence Districts.

Over three-quarters of all the buildings now in Fresno are single family residences, the homes of the citizens who are here and who have built this city by their industry, care and toil. There is nothing more vital to Fresno than the protection of these homes and the maintenance of the comfort, quiet, and convenience of home life. In the last few years we have begun to see the intrusion of flats and apartment houses into these splendid home districts. There is nothing more essential to wholesome and comfortable housing than the exclusion of trades and industries, and, we believe of apartments and flats from the strictly home districts.

At present we find that almost all of the flats and apartments are in the oldest residence districts near the center of the city. Many blocks in this section already show one or two such buildings. For the welfare and protection of the home owners, it is vital to confine further apartment and flat building for the renter class to the neighborhoods already so intruded upon. Districts of Class II for flats and of Class III for apartments and flats, both including single family dwellings, have therefore been provided, large enough to allow for an expansion to several times the number of existing flat and apartment buildings. The segregation of single family dwellings on the exclusively home streets adds to the convenience, quiet, attractiveness and amenities of home life, and thus tends to increase property values on such streets.

Neighborhood Business Centers.

Outlying residence districts reasonably require small neighborhood business centers at important cross roads, about a mile apart. The concentration of neighborhood business buildings makes the local shopping more convenient; but the size of these centers, for the same convenience of the neighborhood, and to prevent it from over exploitation, should be limited strictly to local needs. Districts of Class VI are therefore proposed at a number of such neighborhood centers, where the need for stores has already been partially provided for.

The traffic induced by business buildings, factories and garages tends to make the city streets unsafe places for children to play. Despite the number of playgrounds in some parts of the city, there are large portions of Fresno where the streets are the only place for children to play, one of the most important uses that the street serves. If the traffic induced by business, factory and garage buildings interferes with this important public use, there is added justification in the interests of public health and safety, of so regulating the future location of business, factory and garage buildings that they will not interfere with the necessary use of the streets by children.

The safety of the residential districts should be guarded with special care. Stores, garages, and industrial buildings scattered among the residences increase the danger from fire and explosion. This fact alone justifies the limiting of such uses of buildings to particular business and industrial districts.

Public Buildings, Parks and other Special Classes of Districts.

Districts of Class IV have been provided for public and semi-public buildings, churches, schools, parks and playgrounds, recreation, amusements, baseball parks, greenhouses and nurseries. For the public welfare, it is necessary to have such buildings and uses of property scattered through the residential neighborhoods. Such districts may be as small as a single lot or comprise several blocks in extent. Such a district, surrounded by single family residences, obviously should not be permitted to be sold for business or apartments, at least, not without giving the neighborhood an opportunity to be heard. It is necessary therefore, to have a classification for such buildings only.

Class VII provides for hospitals, sanitarium, philanthropic or charitable institution districts, but no such districts have as yet been proposed by the City Planning commission. It is a serious question whether the city should encourage the establishment of any such districts within the city limits. It is not the purpose of this ordinance to disturb existing conditions, but to provide for the future. Many of the neighborhoods where such buildings now exist complain bitterly of them, and in the interests of public health and public welfare, it would seem best for the city to require in the future the location of new buildings of this type in the neighborhood of the county hospital, or at least outside of the city limits, where there is freedom of expansion, reasonable seclusion, quiet and safety from contagion.

Class VIII. Railroad districts are necessary in the same way for railroad, passenger and baggage stations, switchyards, terminals and trackage which do not include freight houses and freight yards. The latter are clearly industrial purposes and uses of property and have been classified with industrial districts of Class IX. Where it is in the future necessary for railroads to pass through residence neighborhoods, they should be limited as other property owners are limited, and must be restricted from making any greater nuisance or blight upon such neighborhoods than is necessary for them to pass the trains safely and conveniently through the city. Fresno owes its growth and prosperity very largely to the railroads and the service which they give; but that is no reason why the railroads should desire or be allowed to destroy residence districts. This portion of the ordinance provides for only a sensible and reasonable recognition of traffic necessities on a par with the necessity of home protection for citizens.

Existing Buildings to be Excepted.

This Ordinance is designed to take care of new buildings, and at least to safeguard the future. It provides that hereafter no building permits for new buildings, or alterations, except of a minor character, shall be issued, unless in a sworn statement, the owner can show that it will be in a use district, to conform to this ordinance.

All existing buildings, which fall, or are outside of their proper classification, will be excepted from the provisions of the ordinance. It is to be regretted that Fresno had no such building regulations from the time the city was founded; but as this city and this state are really very young yet, it is not at all too soon to begin at this time. There will be a considerable number of "misfits" which must be tolerated, unless they can be proved an actual nuisance to the neighborhood, and removed under the police power by separate enactment.

When existing exceptions are destroyed, burned, moved or altered, the ordinance provides that the land on which they were located shall, without further action, be limited in use to the district of the surrounding neighborhood, in which the exception existed.

Doctors' offices, or one artist's or one musician's studio will be permitted in single family dwellings, without affecting their classification. Private garages and the customary outbuildings may be maintained as accessories to any building in any class of district.

The Ordinance May be Amended.

The new State Zoning Law provides that the city council may amend a zone ordinance after a report and public hearing thereon have been completed by the city planning commission. The Fresno Planning Commission realizes the magnitude and difficulty of the task imposed upon it and has been careful, fair and just, it believes, in the recommendations here made. The boundaries of districts can never be established to suit everybody. There will always be some property owners on the dividing line, with real or fancied advantage to be obtained selfishly by extending a district. The commission can only respectfully submit a scheme of boundaries insuring the greatest good to the greatest number, with the recommendation that it be tried for a reasonable period, when a re-survey and hearing can be held to determine what adjustments if any, should be made.

THE CIVIC CENTER

Since the time of the earliest cities that the world has record of, it has been the custom to group public and semi-public buildings around a central park, plaza or open square, because of the tremendously impressive effect upon both residents and visitors.

This effect is cumulative and there is an attractiveness about such an arrangement of public buildings, which fastens itself on men's minds in a way never to be forgotten, adding distinctiveness to a City and establishing its fame far and wide. People naturally take pride in any such monumental group and find a center or rallying point of the city upon which to hand their affections, and in which to take deep civic pride.

Unfortunately throughout the United States, our young, hustling cities have a most tiresome and dreary effect of being alike in unattractiveness as they grow larger and older. Richmond, California, seems little different from Hoboken, New Jersey, and yet all our cities are continuously building new public buildings, churches, clubs and fire-houses, which are too often scattered and poorly located, on the sides of streets where they have no possibility of being seen or appreciated as adding to the city's character.

So scattered, the city's public buildings are hard to find, and inconvenient as compared to being at a common center. Progressive cities of America are therefore carefully planning to effectively group their future public buildings about such established civic centers.

The Best Location for the Civic Center.

Fresno has one great distinctive feature in the County Court House Plaza. Few citizens in California or even in this country can boast such a fine central square in the heart of a City. This open park and shade is much needed and should be kept without further encroachment of buildings except on M Street. The County Court House is an imposing and attractive piece of architecture well placed, at the back of the Plaza, facing both up and down Mariposa Street.

It is a well recognized principle of City Planning that a Civic Center should be located adjacent to the business center but not where it will block a path of increasing new business buildings or important traffic arteries.

With the business district well established west of Van Ness Ave, and beginning to grow around on to Fresno and Tulare Streets, which seem always destined to be main traffic arteries, the County Court House Plaza cuts across Mariposa Street blocking it so that Mariposa to the east is a quiet, out of the way center, void of traffic, which will probably always remain so on account of the terms under which the Plaza was given to the city.

The future Union Depot will naturally be located at "H" and "Mariposa" Streets. In fact, it would seem that Mariposa Street forms the grand central axis of the city.

We believe that the architecture of the present Court House, particularly of the dome and west portico, is of such a high quality that it should be kept as a permanent structure with the interior remodeled and with the necessary future County offices built in separate units adjacent. There is hardly a finer vista or street view on this Coast and few in America more inspiring than that up Mariposa Street from the S. P. Depot to the Court House dome.

It would therefore seem most sensible to locate the future civic center to the east and pivoting on the present County Court House. This would require the acquisition or control by the County and the City, acting together, of the frontages on both sides of Mariposa Street for three blocks east from M Street to the west side of P Street.

It must, however, be kept firmly in the public view that such a scheme for a civic center takes a good many years to complete. But by working continuously to get all new public and semi-public buildings located here, designed in an architecture that is harmonious, and a part of one well thought out scheme, the result will not only be magnificent but a distinct civic asset to Fresno.

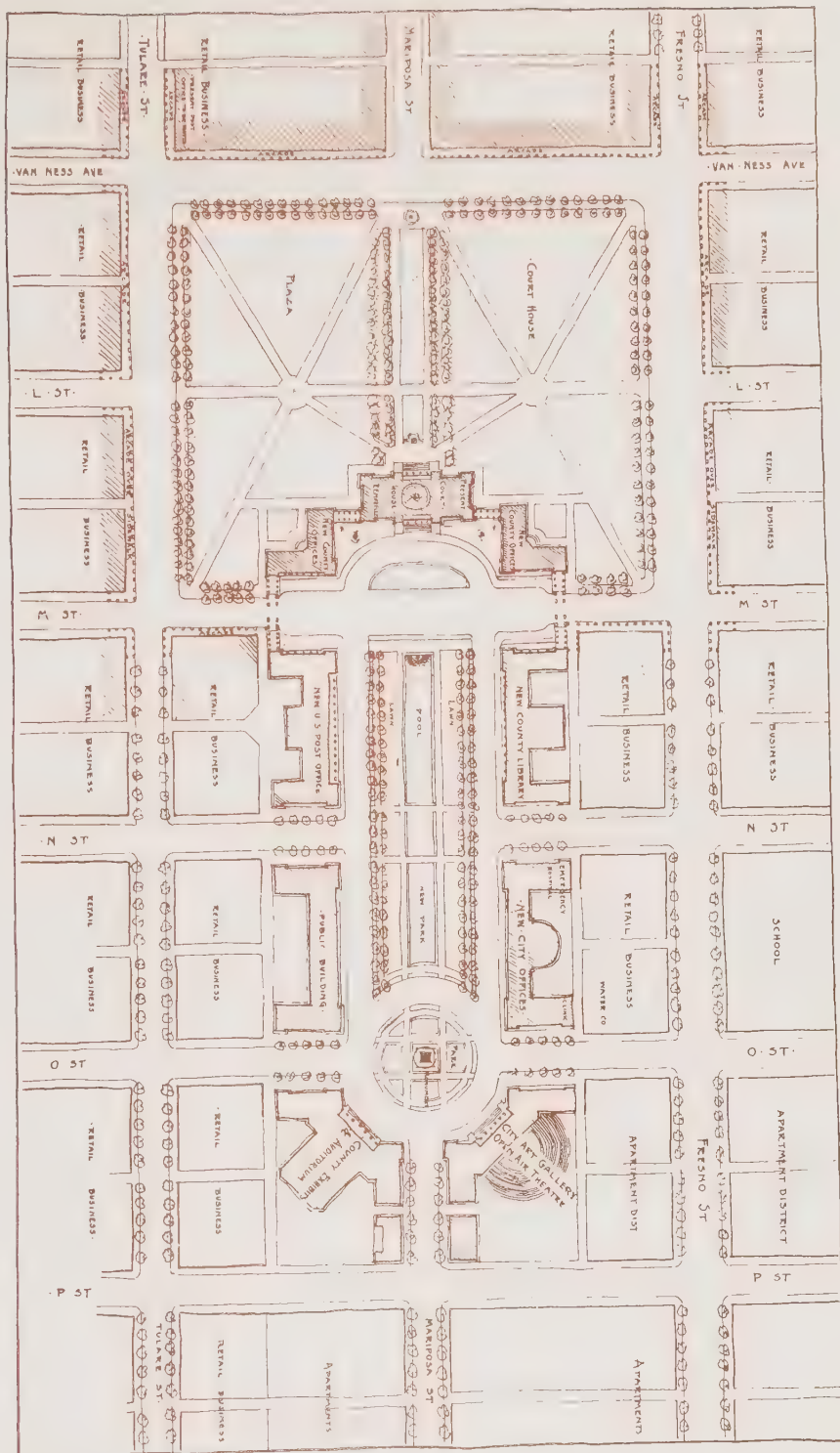
Numerous examples of Civic Centers of this kind are found in this country, most of them as yet incomplete. The San Francisco Civic Center is familiar to most of us. It was started only five years ago, and today is two-thirds complete. Many smaller cities now have plans with one, two or three Civic Center buildings completed. The little town of Calexico in the Imperial Valley started on a Civic Center two years ago. In Europe nearly every city of any size whatever has at least one Civic Center. In numerous cities no larger than Fresno are found small and large squares surrounded by buildings so handsomely grouped as to make an undying record of the pride and forethought of the local citizens.

An Open Square a Necessity for a Civic Center.

To group public buildings so they will be effective requires an open square for them to face upon, wide enough so that they can be properly seen across it and to offer plenty of room for the traffic of people and automobiles, which have business there. Only the width of an ordinary street is inadequate. Probably 250 feet between buildings is the least that should be considered, and 300 feet would be better.



THE BUREAU OF THE ARMY AND NAVY



PLAN OF FRESNO CIVIC CENTRE

AN AFTER THE WAR PROGRAM
100' TO 1" INCH SCALE

AS ADOPTED BY THE COUNTY BOARD OF SUPERVISORS
THE CITY TRUSTEES & THE CITY PLANNING COMMISSION FEB 1918

CHAS. H. CHENEY - CITY PLANNER
CLAUDE SPRECKELS BLDG. SAN FRANCISCO

The "Square" or open place need not be square in dimensions, in fact an oblong place is often more effective. It may be parked and planted with low trees or shrubs, or left for an open paved market place. A long low pool of water down the center to catch the reflection of the Court House dome would be most effective and it has been incorporated in the plan.

Buildings Suitable for a Civic Center.

Within ten years the following new buildings will have to be provided in Fresno, which naturally lend themselves as part of a civic center group:

- New County Public Library
- New County Offices
- New U. S. Post Office
- New City Hall
- City Art Gallery & Open Air Theatre
- County E
- County Exhibits Building and Convention Hall
- Women's or Men's Clubs
- Fraternal Society Buildings
- Churches and Social Halls
- Fire and Police Stations

The order in which these buildings go up is not of so much importance as that the city stand together to see that they are located properly to fit into the plan adopted.

The acquisition of sufficient land on each side of Mariposa Street to insure the carrying out of the project as planned, is of first importance. If public condemnation proceedings be resorted to, as was done in the purchase of the San Francisco Civic Center, Fresno should have no difficulty in getting these lands at a reasonable price.

The Plan Adopted.

The present Civic Center plan has been adopted as a general program by the County Board of Supervisors and City Trustees. Meeting in joint session in February, 1918, agreement was reached that future improvements should be arranged by both boards to fit into this plan as far as possible and a realization of the project should now be but a matter of working out the details.

The following report was made to the Supervisors on the county's part in the plan:

A County Civic Center for Future County Buildings

A Report to the Board of Supervisors of Fresno County, February 6, 1918.

Report of Grand Juries of 1916-1917.

The grand juries for the past two years have recognized the necessity of providing more offices for county business. The report of 1916 says

"because of the present high cost of building materials this jury does not believe that a new Courthouse should be constructed at this time, as it would entail a heavy extra expense upon the taxpayers of this county..... A new building such as this county should have to provide for future growth and one that would be a credit to a community of this size, would cost not less than \$750,000." The grand jury of 1917 says that a proper new Courthouse would cost \$600,000.

Improvements on Present Courthouse Plaza.

The present Courthouse plaza is filled with fine large trees and should not be encroached upon further by public buildings, except along the M Street side. The present jail building seems very badly situated and would be best removed entirely and the prisoners lodged at the county fair grounds, or at some place outside of the city, where plenty of land can be had on which to give them work.

The tendency all over the United States is to conserve public parks, whether county, city or state, in important county seats, and to protect them from being filled up with public buildings and thus destroyed. Fresno County has a most worthy asset in this present plaza which could not be duplicated for many hundreds of thousands of dollars.

It is impossible to sell any portions of the plaza as the original gift of this ground provided in the deed that it should be forever maintained as a park and Courthouse site.

The Present Courthouse Building.

The records show that the present County Courthouse building, as it stands, was constructed in three different parts. The first building erected in 1874-75 comprised the center portion of the present structure and cost \$56,370. In 1892 the building was remodeled and the two wings added at a cost of \$99,387. Mr. A. A. Bennett was the architect. In 1895 the dome, then a wooden structure only, was destroyed in a most spectacular fire, and architect John H. Curtiss was employed to rebuild it at a cost of \$46,700. The present building may therefore be said to have cost approximately \$150,000 after deducting the loss by fire. However, the same amount of building, at present prices of material would probably cost in the neighborhood of \$200,000.

From the west front the building presents an unusually dignified and attractive appearance with its splendid dome, portico and wide flight of steps. In fact, after seeing a great many public buildings in all parts of the United States it is our opinion that there are probably not a dozen county buildings in the whole country as attractively placed or with as successful an exterior design. We do not know of any more beautiful County Courthouse in California, at least. It must be remembered that a fine piece of architecture of this kind is a happy accident of genius which results about once in a generation, and that even though a competition for a new building might be held, in which all the architects of the United

States were invited to compete, as was done in the case of the new Oakland City Hall in 1911, that it is more than likely that the new building would not be anywhere nearly as fine a public monument as the present Fresno County Courthouse.

The dome, as viewed up Mariposa Street and the whole west front of the building surrounded by well grown trees is something to be proud of and distinct among California public buildings. Fine as is the new Kern County Courthouse in Bakersfield, and the new Sonoma County Courthouse in Santa Rosa they hardly compare in our opinion with the rare and splendid architecture of this Fresno Building. There are few state capitols even which show off to much greater advantage.

About one-third of every public building is erected for show purposes, to give credit to the community, without serving any definite office purpose. Fresno at considerable expense already has made an investment which worthily symbolizes the greatness of this county in the present Courthouse and dome.

New York City has for over a hundred years preserved its original City Hall, a two story structure not as large as the present Fresno County Courthouse, but of a rare and imposing architecture worthy to be kept forever. The new New York City and County offices have been put in a strictly office structure to one side of the old City Hall.

New Offices Necessary.

While the lighting and interior of the present county Courthouse is good throughout and the building is substantially constructed there is no question that many of the offices are poorly arranged and that the present stairs and elevator accommodations should be rearranged and improved upon.

Many county offices are now so cramped as to seriously affect the efficiency and work of the county employees in them. Quarters that were crowded five years ago for the county clerk, assessor, etc., are still the same size, although the work of these offices has in some cases nearly doubled.

There is extreme danger to county records at present from fire; if a serious fire occurred in June or July, destroying the assessoral records, it is a question whether any taxes at all could be collected for the following year. If the important court records in the County Clerk's office were destroyed by fire or water, millions of dollars of legal notions would be endangered. These matters are, we understand, well understood by your Honorable Board, and it has only been a question of what was the best method of procedure to relieve the situation.

An absolutely fire-proof Hall of Records for the Assessor, County Clerk and Recorder is the most urgent necessity.

Offices must also be provided for the District Attorney, the Department of Weights and Measure, the Horticultural Commissioner, the Farm Advisor, Probation Offices, Relief Association & Exemption Board, for whom the County now pays an annual rent of \$4,238 which is 5% on \$85,000.

How These Offices May be Provided For.

Owing to the fact that it will probably be impossible on account of war conditions and the high price of materials to vote any considerable bond issue for a new Courthouse complete, even if that were advisable, which we question, it would seem that the reasonable and practicable plan is to adopt an extensible unit system of construction for these needed additional offices.

It is therefore respectfully recommended that a new fire-proof Hall of Records be planned approximately on the site of the present jail and connected with the present Courthouse by a passageway or colonade, as shown on the accompanying Civic Center plan. We estimate that this unit can be built for approximately \$200,000.

Secondly that other additional offices when needed shall be planned in another unit building, to the southeast of the present Courthouse building, as shown on the accompanying Civic Center plan and connected with the main building by a colonade similar to that connecting the proposed Hall of Records. We estimate that this unit also can be built on \$200,000 or less.

It is further recommended that for the sake of economy the present investment in the Courthouse be not destroyed, but that after the County Clerk, Assessor and Recorder are moved into a Hall of Records, that the interior of the present building be remodeled by a readjustment of partitions, toilets and stairs, and used for Courtrooms, Supervisors' Meeting Chamber and for offices which do not require a completely fire-proof building. We believe that such alterations can be made for less than \$50,000 exclusive of the cost of a new portico and flight of steps on the east front, similar to that now on the west front of the building. This expenditure will preserve a capital investment to the county of \$150,000 to \$200,000.

Summary of Reasons for These Recommendations.

1. Economy of public funds and the saving of a capital expenditure of \$150,000 to \$200,000 in the present building.
2. The plan is extensible and can be built in units small enough to be financed by direct tax, and put up as the need for them actually develops.
3. The great and attractive asset of the present fine central dome and portico would be retained. It is possible that no such attractive design and exterior would be obtained again in a new building - at least recent county Courthouses in this state hardly justify such a hope.

4. A new building would have to again provide for these monumental features, such as a dome, etc., which the city already has to good advantage.
5. The present building is the natural and ideal dominating feature for any group of public buildings in a Civic Center, and the adoption of this plan of building for new offices would naturally fit into the proposed County and City Civic Center scheme, for all public buildings for the next two decades.
6. Nature overdid herself in making Fresno County and the development of its natural resources has barely begun. This is the County seat and metropolis of the Valley. Anything less than ample provision for county offices would be not only unworthy, but is bound to react on people of the county, as a whole. A sensible and practical plan of building, looking to the future, should be adopted.

THE DEVELOPMENT OF THE PLAZA

While a great Civic Center to the east of the Court House will undoubtedly prove one of the greatest developments of the future for Fresno, this city has an even greater opportunity in the guidance of the building of new structures facing on the Plaza. The opportunity is unique. With two exceptions the present buildings facing the Plaza on Van Ness, Fresno and Tulare Streets are old and long past their day of usefulness. Yet this property is becoming of extreme business value, as evidenced by a recent sale of one parcel for \$800 per front foot. Therefore, new modern improvements are soon to be expected. The Rowell Building, the Post Office and the Holland Building are the only modern structures on over 2,000 feet of frontage.

The Opportunity for a Great Arcade Around the Whole Plaza.

A covered arcade over the sidewalks around the Plaza, with uniform architecture above would be both appropriate and feasible. In a climate which requires so much shade in summer and protection from the rain in winter there can be little question that this is desirable, as the awnings and marquees of the business streets show - but only about the Plaza could the city allow property owners to build out over the sidewalk for six stories, provided they leave an open arcade on the ground floor. Other streets would be narrowed too much to permit it. But around the Plaza there would be no buildings opposite to have their light and air cut off.

Both City and Property Owners Would Profit by it.

With property so valuable facing on the Plaza, the property owners would gain enough valuable rentable floor space over the sidewalk in the

upper stories to make it well worth while to them to build the arcade on the ground floor for the city in return.

In actual effect the City would permit these property owners to build out upper stories 15 feet over the sidewalk thus gaining about 15% in additional depth to their lots, provided they left an open arcade over the sidewalk on the ground floor and kept their store fronts at that level back at the property line. This would be a very valuable privilege, in return for which the City should not only have no difficulty in getting an established uniform style and design of arcade built, but could also impose restrictions as to the architecture, height, cornice line and general appearance of the fronts of all such buildings built out over this street. If one property owner in a block built out, the others would be bound to follow or lose advantage.

Some such method as this was pursued by the City of Paris, when the famous Rue de Rivoli buildings were constructed over a hundred years ago, as shown in the accompanying photograph. The impressive, splendid, restful and agreeable effect is entirely due to the restrictions as to the architecture imposed by the City, in return for which it allowed the abutting property owners to build out over the sidewalk. Paris has developed to a large extent the principle that any owner who will design his building as the city wants him to, should receive some adequate recompense. An owner putting up a new building may submit his plans to the City Commission entrusted with the improvement of the City, corresponding to our City Planning Commission and if the design for his street front is up to a standard which requires that it be, an ornament and not a detriment to the city, he can obtain ten percent or some such reduction in his city taxes. Note: For further description of this system used in Paris, see "The Modern City" by F. C. Howe.

The same principle may be applied in Fresno and other American cities. In fact several smaller California communities are arcading streets today. If it is made worthwhile to the owner, he will do it.

The millions of dollars collected annually, before the war, in Paris and other European cities from American visitors who came thousands of miles to see the results so carefully planned for, are ample return for the forethought and care expended by the City in the guidance of new building.

Fresno has Worthy Parallel in Many Foreign Cities.

The view of the splendid plaza of Karlsruhe shows a carefully developed square with large trees, similar to the present Fresno Court House Square with the exception that the landscape features have been more intensively and completely worked out. In the accompanying photograph will be seen the stores and business buildings built to conform to the city's requirement for an arcade over the sidewalk, with buildings of a uniform height above. However, it will be noticed that the second building to the left of the central street evidently got the height limit removed during a periodic revolution or change of administration, thus breaking the harmony and restfulness of the lovely old Plaza design.

Perhaps the most interesting analogy of all is found in the accompanying reproduction of the Arcade on the main plaza of one of the Belgian cities. Here all the buildings are more or less alike, and yet each varies enough from its neighbor to be individual, yet harmonious.

A very famous plaza, almost as large as that of Fresno and now completely surrounded by uniform architecture, with Arcades on the ground floor was built in the seventeenth century at the Place Vendome, Paris, with the famous column monument in the center. We give an additional view of the street leading up to it from the Rue de Rivoli, which shows how the arcades are built out to within eighteen inches of the curb. Behind these arcades are some of the most famous and finest shops in the world.

Another arcade surrounded plaza renowned the world over is that of the Piazza San Marco of Venice, in front of the great cathedral. Here again the very highest class shops and even small department stores are located behind the arcade.

A number of the cities in the United States particularly where the climate is as hot in summer as it is in Fresno, now are planning similar arcades. Anyone who has been in the City of Mexico or in South American cities is familiar with the splendid arcaded streets found there.

The necessary steps to bring such an arcade into being would be for the City Council to pass an ordinance establishing rules, regulations and restrictions under which property owners of frontages abutting on the Plaza may build 15 feet out over the sidewalk provided they build an arcade on the ground floor of the type and design established by the City in the ordinance and make the front of building conform to the city's design to and such other restrictions as may be imposed, with the approval of the City Planning Commission.

BOULEVARDS, PARKS AND RECREATION

Trees on Business Streets.

While the necessity for shade, and the attractive and refreshing advantage of street trees seems to have been long appreciated in Fresno, it is only by the most systematic and well organized care of existing trees, as well as careful planning to filling in of the gaps, that Fresno can gain the reputation of being a well planted, tree loving city.

Many cities have found it a distinct asset, and attraction to newcomers, to be known for their shade trees, and there are many reasons which need not here be gone into, for adopting a complete tree and park planting policy. During the past year the city planning commission has completed a tree census showing the streets that are now planted with careful noting of the age and type of each existing tree. From this the gaps can intelligently be filled in year by year by the authority in charge.

Many cities in this country are finding it advantageous both from an advertising standpoint and for their own satisfaction to have trees planted on certain of the business streets. The boulevarded and tree planted business streets of Paris are well known. Riverside and Redlands in Southern California

have splendid trees on many of their best business streets. These add very measurably to the reputation of the city and to the effect made upon visitors. Van Ness Avenue in San Francisco, which since the fire of 1906 has been one of the principal business streets, is now proposed to be planted with trees from one end to the other.

Fresno possesses one of the finest boulevards in the world in Kearney Boulevard. Yet because it ends about three quarters of a mile west of the county courthouse most people miss seeing it and so lose one of the best impressions that Fresno might make.

It would be a great asset to the city if planting of good sized trees could be made from the east end of Kearney Boulevard at its intersection with Fresno Street, up Fresno Street at least as far as M Street, right through the business district. This would probably have the effect of making Fresno Street a much more desirable business location, at least from the subways to M Street as this would attract the best type of business houses. Being a wide street the city would have very little difficulty in perfecting the planting of these trees, with the proper screen protections in the sidewalk about their trunks. This would be a splendid task for the Commercial Club or for some other progressive body of the city, to undertake as a piece of practical advertising work.

Trees on Boulevards and Pleasure Drives.

The term boulevard implies a wide tree lined and parked roadway, with shrubs and flowers to add to the attractiveness wherever possible. Kearney Boulevard offers a magnificent example of what foresight and well selected planting may produce. With care Van Ness Boulevard, northward to the river, might prove as fine.

It should be the policy of the city to see that every main traffic artery, particularly the state highway, be completely and appropriately planted, as far as possible with a uniform type of tree.

The minor residential streets will also increase in property value very distinctly in proportion to the type of planting and trees which are grown.

Uniformity in street tree planting is essential to produce a harmonious as well as refreshing effect. In Fresno as in many other cities the practice has formerly been to allow property owners to put in most any type of tree that struck their fancy, without regard to what their neighbors were doing. This has generally produced rather a distressing effect, with decided lack of general provision of the shade that is so much to be desired. It therefore devolves upon proper authorities at this time to make use of the tree census already made, and from a study of the prevailing types on each street, to adopt a uniform species. Upon other trees being removed and trees of the selected type put in their places, a restful, harmonious and satisfactory result may be obtained.

The tree planting areas in the sidewalks are city property and the city must dictate what in the judgment of city authorities will produce the greatest and most satisfactory result to the greatest number of citizens.

Park Commission Should Have Full Authority Over All Street Planting.

We have purposely not indicated the species of trees that should be planted in exact localities nor the program to be first undertaken by the city because the Park Commission of Fresno, with its present very able personnel, is more than competent to do this work. It is the function of the city planning commission to suggest only general schemes of development. We therefore recommend that the tree census already made, together with the developed plan of main traffic arteries and suggested boulevards be turned over to the Park Commission in the near future. We understand that they are ready and willing to cooperate in such development plans to the fullest extent.

It is further respectfully recommended that the city employ an expert forester or tree warden, to take charge of all street trees and particularly of the trimming and cutting, which local residence owners are continually demanding in front of their places. San Jose and a number of other cities have for years maintained such an officer with great profit. It is hardly possible to anticipate any tree planting campaign or improvement program working out successfully unless some such trained man is put in charge.

Paving for Tree Planting and Parking.

Chapter No. 314 of the Statutes of 1913, provides that with the consent of fifty percent of the property owners on two sides of a street for a block or group of blocks, the City Trustees may order the formation of a parking district and assess the frontage five cents, or ten cents per front foot, or whatever may be required per annum for a period of years, or in a lump sum, to pay the cost of planting street trees, sidewalk shrubs and flowers or of center parking strips and for the maintenance and care of this planting during a period of years, at the expiration of which the tax may be renewed for the same purposes. Berkeley has successfully used this act for a number of years in the Northbrae District.

Recreation and Parks.

It is the purpose of parks, pleasure drives, playgrounds and school grounds to offer recreation facilities for the people of the city. These elements of city development must generally be studied together. We find the following types of such open spaces necessary:

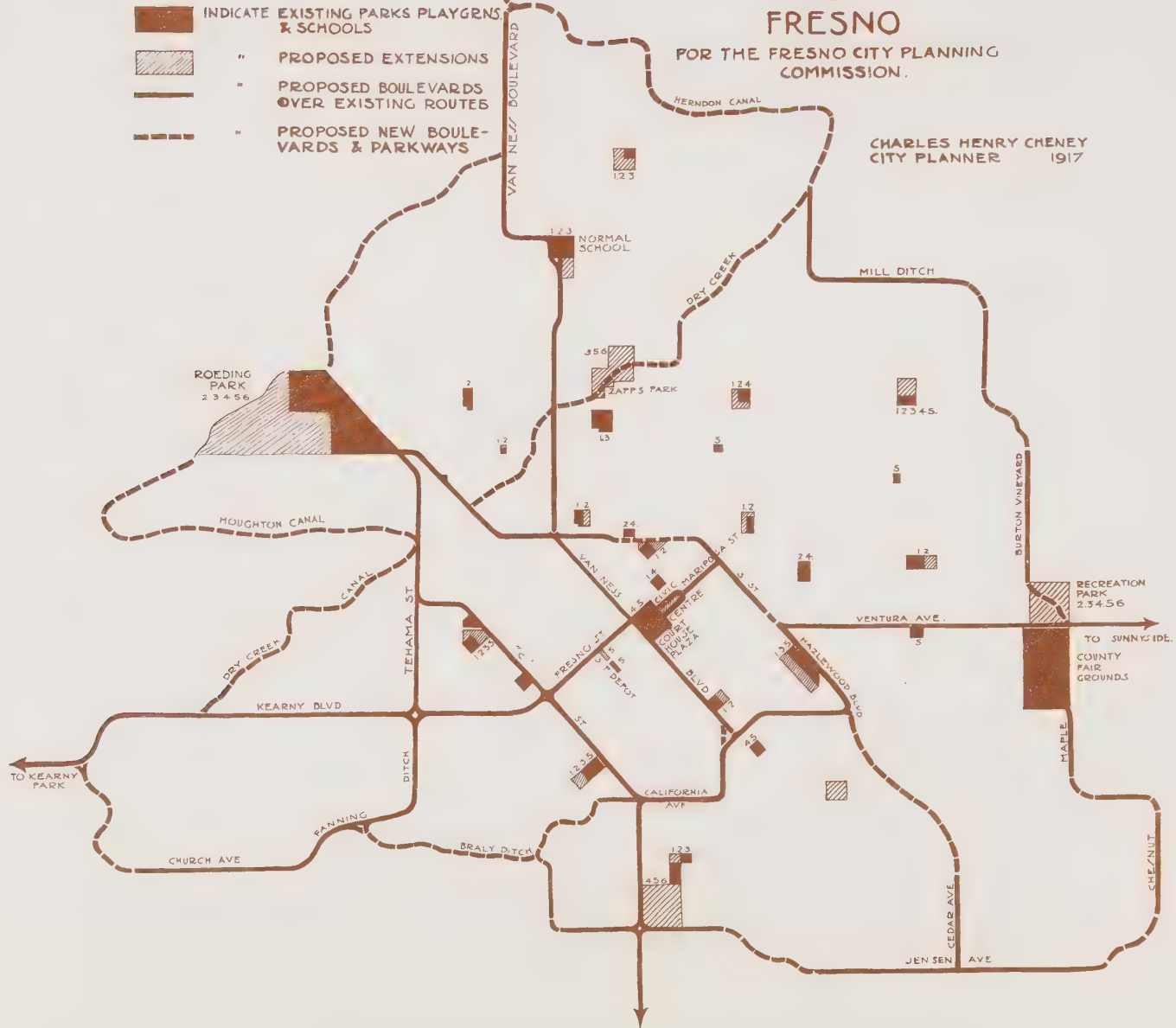
1. Community centers, schools and school playgrounds (ordinarily not more than one mile apart, in built up sections of the city.)
2. Supervised playgrounds for small children up to 12 years. (About the same distance apart.)
3. Larger ball fields and recreation grounds for persons up to 20 years. (About 2 miles apart and generally in connection with intermediate or high schools.)
4. Adult recreation grounds (where large groups can gather or ride, with planting, benches and open spaces, etc.)

PROPOSED PARK BOULEVARD & RECREATION SYSTEM

FOR
FRESNO

FOR THE FRESNO CITY PLANNING
COMMISSION.

CHARLES HENRY CHENEY
CITY PLANNER 1917



5. Small neighborhood parks and breathing spaces for people of all ages.
6. Large acreage parks with boating, swimming, zoos or other attractions within or close to the city limits.
7. Larger acreage, wild parks within a few miles of the city, forest reserves, etc.
8. Boulevards and connecting parkways.

The recommendations for enlargement of existing school grounds, playgrounds and parks, and the new additions proposed, are shown on the accompanying diagram entitled "Proposed Park, Boulevard and Recreation System for Fresno," the numbers on the plan indicating the type of development listed above.

Recreation System.

It would hardly be practicable to go into detail of areas required for a complete recreation system until a survey of the physical needs of the schools and playgrounds has been completed. However, it is possible with the accompanying diagram to show the approximate locations of such needs.

The important object to be attained is the prevention of the establishment of duplicate systems of school grounds, public playgrounds and public parks, when every modern effort of progressive cities is to make these three systems one complete and intensively used recreation system for children and adults alike. In some of our California cities where the School Board, for lack of funds, refuse to provide anything like adequate playgrounds and also refuse to have the Public Playground Commission use the school grounds for supervised play after school hours, very expensive public playgrounds have been bought from large bond issues, close to existing school grounds and equipment that might have been utilized; and now expensive playground departments are being maintained at a cost that is breaking the taxpayers' backs. This duplication can reasonably be avoided by proper planning in advance.

Oakland now utilizes 37 school grounds for public playgrounds after school hours, with proper supervision. We are glad to learn from Mr. Cross that some of the Fresno school grounds are beginning to be so used. Close cooperation between the School Board and the Playground Commission, not only saves much taxpayers' money, but will turn out a better race of young people. If the Playground Commission could secure funds to properly fence the school grounds, the School Board ought easily to find a way to permit the Playground Commission to use the school toilets, auditoriums and other parts of equipment in a responsible way.

In the same way there should be supervised play in all the larger parks and as Fresno's park system grows it is to be hoped that the Playground Commission and Park Commission can agree upon a method of seeing that all

the city is served with playgrounds instead of only about one-third or one-half of the city as at present.

The Fresno playgrounds now being maintained by the Playground Commission are splendidly handled and seem, as far as they go, to rank with those of Oakland and the other cities of the country of the first rank. But they must be allowed more funds to give the whole city service.

Proposed Boulevard System.

In Kearney Boulevard, Ventura Avenue east of the Santa Fe and in portions of Van Ness Avenue, Fresno has the beginning of a real boulevard system. The problem now seems to be to provide definite inner and outer circuits making use of existing wide streets, but avoiding traffic arteries and carline streets as far as possible.

The Courthouse Plaza forms most naturally the starting point for any boulevard system. As already pointed out Kearney Boulevard should be extended up to this Plaza by planting Fresno Street through the business district out to its junction with Kearney Boulevard. This is probably the most important first link to be completed in any boulevard system that may be adopted.

Van Ness Avenue from Los Angeles Street to Neilson Avenue, and thence eventually out to the San Joaquin River, forms another natural cross-town boulevard line. Mariposa Street, east from the proposed civic center to S Street forms the natural link in that direction.

Planted center plots twenty feet or more in width should be placed in Van Ness Avenue from Fresno to Tulare Street and filled with a rich growth of trees and shrubs. This would greatly improve the heart of the city and add much to the attractiveness of the business district.

The Inner Boulevard Circuit.

As Roeding Park at present and for many years to come will form the most attractive place to drive in Fresno, it should be on the circuit of the Inner Boulevard System, for shorter drives, as well as on the outer circuit for longer drives.

At no great expense an Inner Boulevard Circuit can be formed that will be both attractive and convenient by using S Street, cut through to Ventura Avenue and Hazelwood Boulevard, thence along the latter to Butler Avenue, thence west to Los Angeles Street, to Cherry Avenue, California Avenue and via C Street and Tehama Street to Roeding Park; thence returning via Park Boulevard, Neilson Avenue and Divisadero Street, opened and widened to S Street and down Mariposa Street through the proposed civic center to the Plaza.

The Outer Boulevard Circuit.

After thoroughly examining the existing conditions, it would seem that Fresno's greatest opportunity to establish boulevards where planting will grow lavishly at reasonable expense is along the existing canals. In most cities landscape architects seek to have the lines of existing water courses acquired by the city, both because of existing scenic value, trees and growth is found along them, and because for a part of the year at least water should there be plentiful.

Few cities have anything more satisfying to look upon than the flow of water in the Herndon Canal, in Houghton Canal, or in Dry Creek Canal. Trees planted on the banks of these water courses would in a few years attain a fine growth, requiring practically no care. With an added roadway and parking strips, which might widen out here and there where more property could be acquired, Fresno could have boulevards here that would be the talk of the world, as well as an enormous satisfaction of great recreational value to people of the city. In working out an Outer Boulevard System it has therefore been sought to make use of these existing waterways wherever possible.

The following route is proposed for an Outer Boulevard System: From the Plaza out Mariposa Street through the proposed civic center to S Street, southwest on S Street extended to Ventura Avenue, thence east to Recreation Park, thence diagonally north through this park, which should be eventually acquired by the city, to Barton Vineyard and Mill Ditch, thence along Mill Ditch and northward to Dry Creek and via Herndon Canal to Van Ness Boulevard, thence down Van Ness Boulevard to Roeding Estate Ditch, and along this Ditch southward to Olive Avenue and Roeding Park, thence through Roeding Park to the southwest and back along Houghton Canal to Tehama Street, thence diagonally southwest along Dry Creek Canal to Kearney Boulevard, thence west on Kearney Boulevard beyond the first bend, but turning southward to a portion of Dry Creek Canal, to Church Avenue, thence east along Church Avenue and Fanning Ditch, Braly Ditch and southeastward to Jensen Avenue through Calwa, turning north about Chestnut Avenue and if possible diagonally northwest to the County Fair Grounds.

In addition to this Outer Circuit, there are several important cross-town links that should be eventually established. The most important of these is Dry Creek Canal, from Park Avenue northeastward through Zapp's Park, out to Herndon Canal. Another, is the extension of Hazelwood Boulevard southeast to intersect Jensen Avenue somewhere near Cedar Avenue. Another is along Tehama Street, from Roeding Park to California Avenue and then westward along the existing winding road to Church Avenue. California Avenue should also be boulevarded from C and Elm Street westward to Braly Ditch and along the latter southwestward to the Outer Circuit as proposed. Elm Avenue might well be boulevarded for some miles out of town as it forms one of the main leads from the south.

If such a system of Inner and Outer circuits with a few main cross-town leads as proposed, can be settled upon by all Commissions and

Departments of the city, it should not take a great while to begin to develop a most satisfactory boulevard system.

It must not be forgotten, as pointed out above, that boulevards and parkways must be carefully planted by a trained landscape architect with more or less uniform trees and have the care of a tree warden or park superintendent who has funds enough to look out for them.

River and Mountain Boulevards.

Fresno has other attractions which are now hardly capitalized, or decently accessible, in the wonderful scenic boulevards which can be developed along the San Joaquin River and back into the mountains. Any city boulevard system should take them into account and plan to link up with them at the time they are inevitably to be developed and made the most of.

Fresno county must soon expend large sums on county highways and paving. If foresight is used, perhaps some of these scenic drives can be combined with some of the country traffic highways.

Shade on county roads is as welcome and important in Fresno as in other parts of the world, where such heat prevails. Some of the counties in California are already adopting planting plans for county highways and putting them into execution. This is particularly true in Southern California. A definite parking or tree planting policy along these roads might be established with small annual expense, and is worth the effort of some special body such as the county park commission suggested below. See "Street and Highway Planting", California State Board of Forestry, Bulletin #4, Sacramento, California.

A Park System for Fresno.

The maintenance of a few scattered parks, even with such a fine large park as Roeding Park is fast becoming, is hardly effective or fair to the large majority of the people in the city. At present, Fresno has no parks at all on the south side of the city, where the congested industrial population resides. These are the people who perhaps most need a good large park for a breathing space, for recreation and relief from their more sordid labor and surroundings. Probably the most urgent necessity of the city in the way of parks is to acquire such a tract in the district a few blocks south of California and Elm Streets, preferably adjoining the existing Kirk school; and another tract on the east side of the railroad near California Avenue and possibly Cedar Avenue.

It is never advisable for a city to have all its parks on that side of town where the well-to-do people live. To be useful to working people, a park must be available within a reasonable walking distance, say within a mile of where they live, or they will not use it to any great extent. This applies in general to the larger parks of type 6.

Recreation Park on the east and Zapp's Park on the north, form two attractive pieces of ground which should some day be acquired by the city, without fail.

In fact each section of the city should ultimately have some 25 acres of park area of type 6. The Sallinger tract in the northeast might also be seriously considered, as well as some acreage along Kearney Boulevard, not more than a mile west of town. The west side of the city is going to some day come again into its own as a residence district and should be provided for.

Roeding Park Extension.

Roeding Park should be filled out to the west by securing 80 to 100 acres in a triangular form running diagonally southwest from Olive Street to the cemeteries and nursery, about as shown on the diagram, so as to obtain the natural swale that lies here.

A Large Park on San Joaquin River Essential.

If Fresno is to have the increase in population expected, steps cannot too soon be taken to secure a large acreage for park purposes along the south bank of the San Joaquin River, preferably somewhere between the two railroads. 500 or 1000 acres at that point would make a good start. San Jose, with its 600 acre Alum Rock Park, Pasadena with its 800 acre Arroyo Park, Sacramento with its 1000 acre Del Paso Park, have all led the way. Most of these areas are 5 or 6 miles outside the city limits and furnish great tracts of wild preserve, with water and trees and rugged country, where city people can get away and feel free of the cramped and narrow city life which holds them most of the time. The time to get this property is when it is still cheap. The present car line out to the river provides an already developed transportation line, and Van Ness Boulevard a connecting drive. People now go out there in sufficient numbers to prove that it would be popular and useful.

A large park on the San Joaquin River would not only serve to give recreation to people near the city, but at the same time would be very useful to plant experimental groves of trees that might prove of commercial value later, in the development of the county. Thus groves of cork oaks, jujubes, pistachios, etc., and many other things of like character might demonstrate the possibility of their value for planting commercially, that would bring in most important new factories and projects.

Available raw products are needed to produce industrial development and the payrolls to keep a large county busy. Cork in quantity would bring linoleum factories and cork factories, and other tree products would bring other industries. It is certain that the factory development of Fresno County is absolutely dependent on the products of the soil and the putting of them into merchantable form.

Such a large park on San Joaquin River would therefore be not only recreational and ornamental, but could well promote the commercial welfare

of this section of California. This would be a proper function for the County Supervisors, as well as the development of groves of different kinds of productive forest trees.

Mountain Parks Owned by the City.

Some cities of the country are acquiring mountain parks as camping and recreation grounds for their less well-to-do citizens who can hardly afford to rent from the government or to own their own places in the mountains for a vacation. Los Angeles has established a camp in the San Bernardino mountains free for people of the city, and other cities have similar summer parks.

Fresno might easily acquire property at Huntington Lake or at some other attractive point in the mountains which would be useful and attractive. In fact if official application were made to the United States Government it seems probable that a land grant to the city could be obtained without expense or at least for a nominal sum.

City Forest Reserves.

The adoption of town forestry by Fresno might be considered as a practical adjunct to its park and recreation system. Cities in the east, and a few in California are taking up this question from a new point of view since the American Forestry Association has brought to our attention the many advantages to be obtained. The most prominent reasons advanced are:

- We have tremendous areas of idle land.
- We are losing one of our chief industries.
- The high cost of living is partly due to this idle land.
- Idle land is a direct cause of high taxes.
- A town forest is a profitable undertaking.
- A town forest is a local industry.
- Profits from a town forest would reduce the tax rate.
- Town forests make splendid parks.
- Town forests should be local bird and game sanctuaries.
- Our water sheds should be protected.
- A public reservation increases the value of property.
- A town forest can be established with a very small outlay of capital.

While this matter has not been given attention in many California cities as yet, we believe that serious thought will be given it sooner or later because of the possibilities of revenue. The chairman of the Town Planning Commission for Walpole, Massachusetts in his very able report, published under the title of "Town Planning for Small Communities", says:

"In Switzerland approximately 72 per cent of the total area of the forests that are public is owned by communities. A large percentage of the forests of Germany and Austria are the same kind. In nearly all countries of Europe there are examples of national, state and communal forests, but the communal forests cover the largest area.

"The state, city and corporation owned forests of Germany are estimated as being worth \$1,500,000,000. Every dollar of that sum represents a dividend paying investment. R. Ockel, in a widely quoted article published in the Westminster Review is authority for the statement that "No less than 1500 German towns and villages have owned since the middle ages so much common land that their inhabitants pay no taxes. 500 of these villages derive so great a revenue from their lands as to enable them to pay every citizen, on New Year's Day, a bonus of from \$25.00 to \$100.00 as his share in the surplus."

Where does Fresno stand with its Parks?

To get a comparative idea of actual park endeavors and accomplishment in various cities in California, a questionnaire was addressed to all municipalities over 10,000 population. While only eight of these have responded completely enough to make a fair comparison, these show Fresno at the bottom of the list in amount of annual park appropriation per 1000 of population.

PARK PROGRESS IN CALIFORNIA - June 1918

<u>City and Population 1918</u>	<u>Annual Park Expend.*</u>	<u>Acres Parks Developed*</u>	<u>Acres Parks Undeveloped*</u>	<u>Total Acreage*</u>	<u>Approp. on Tax Rate</u>
Pasadena (45,000)	\$2,632.00	4.13	17.77	21.90	.09
Redlands (11,000)	1,136.00	3.54	1.63	5.18	-
San Diego (90,000)	1,022.00	5.64	10.00	15.64	.10
San Francisco (525,000)	720.00	-	-	2.35	.07
Alameda (32,000)	556.00	.62	-	.62	.089
San Jose (40,000)	485.00	1.58	14.66	16.24	-
Stockton (45,000)	484.00	1.22	0.48	0.72	.04
Fresno (55,000)	480.00	1.90	0.30	2.20	-
Tacoma (130,000)	-	1.92	6.64	8.56	.17
Portland (310,000)	1,107.00	-	-	4.99	-

*Per 1000 population.

Only Alameda and Stockton, both smaller cities, show a smaller acreage of parks owned per 1000 population.

In other words Fresno should both appropriate more money for the maintenance of its parks, and should acquire more land for park use.

Paying the Bills for Parks and Boulevards.

In proposing the acquisition of a comprehensive park and boulevard system for Fresno, it has been assumed that the city will adopt the most successful financial methods of progressive municipalities of the country. It has also been assumed that all lands needed would be acquired by gift or by purchase after public condemnation proceedings.

Maintenance costs, original planting and even land purchases are being financed with great success by many cities by the establishment of special park districts. This places the park tax direct on the areas benefited by the improvement and does not come into conflict with charter limits to the annual tax rate. Kansas city, by the use of the park district assessment system, has made the following record since June, 1895:

The park and boulevard system now comprises 1989.17 acres of parts, 594.09 acres of parkways, 68 miles of improved boulevards and park drives with an additional 45 miles of boulevards and park drives planned. Plans adopted for acquisition: roadways in parkways, 26 miles, parkways, 761 acres. Total mileage of boulevard and park drives improved and planned, 139 miles. Total area of parks and parkways acquired and planned, 3,336.92 acres.

The cost of the park and boulevard system to April 17, 1916, is:

Acquisition of lands	\$7,561,505.69
Construction	5,267,418.56
Maintenance	2,316,678.83
	<u>\$15,145,603.08</u>

A County Park Board Should be Established.

It is evident from the size of the park program above outlined, and the problems which are involved in carrying it out, that great advantage might immediately be obtained if a County park board could be established. Such a board should have at least one member who is also a member of the City Park Commission, so that reasonably close contact could be maintained between the two bodies. We feel sure from the broad view the county supervisors have taken toward community planning problems that they will realize that this is as much a county matter as a city matter and one in which wise cooperation at this time would be productive of great future results for Fresno county.

The sure way to make progress in these matters is to have the county boulevard and park problem definitely someone's business. The Board of Supervisors are too busy, just as the City Trustees are too busy, to do

the research and take the initiative necessary to work out what should be done in its preliminary stages. We have most successful county and metropolitan park commissions in many parts of the United States and we believe Fresno county would have no legal difficulty in establishing such a body. Certainly the work for it to do is important and far reaching.

NOTES ON THE IMPORTANCE OF ACQUIRING PARKS, PLAYGROUNDS AND RECREATION AREAS AND THEIR TYPES OF USEFULNESS

How Parks Increase Real Estate Values and the Taxable Returns of the City.

"If there is one department of municipal activity in which the semi-rural community often fails to realize its duty it is in providing and maintaining parks and playgrounds. Suggestions that land be acquired for establishing a park or playground are put aside with the comment, "the town is two-thirds park now." Such a point of view is not only utterly mistaken but certain to be costly. Admitting that a large area of open land may be included within the borders of the town, it is not town property. At any time the owners may, and frequently do, forbid its use for play purposes. Even when granting the necessity of parks and playgrounds, it is sometimes urged that they may be provided later. Later often means never; and even if acquired they usually are inadequate, and future citizens pay the penalty of the lack of enterprise and business judgment of the present generation. Ten or twenty years from now, land that today could be cheaply acquired for park purposes will be off the market or held at figures far in excess of the means of the town.

"Nor is it alone in the matter of future price that the shortsighted community is penalized. The enhancement in value of real estate due to the planning and establishment of parks and similar improvements is generally understood. To quote F. L. Olmsted: "For every thousand dollars previously invested in a park, dividends to the second generation of citizens possessing it will be much larger than to the first, the dividends to the third generation much larger than to the second."

"Real estate promoters are thoroughly alive to the value of park spaces in developing tracts of land for sale, and derive a return in dollars and cents far in excess of the original value of the areas thus set apart. In much greater measure is the effect of park development upon real estate values observable in our cities. A few examples will suffice to show that the park development scheme which is included in the Walpole town plan represents an opportunity for wise investment.

The most striking testimony as to the effect of parks upon real estate values is contained in the following extract from the Report of the New York Park Association for 1892. "The amount collected in taxes in twenty-five years on the property of the three wards contiguous to Central Park, over and above the ordinary increase in tax value of the

real estate of the rest of the city was \$65,000,000 or about \$21,000,000 more than the aggregate expense attending and following the establishment of the park to the present year. Regarding the whole transaction in the light of a real estate speculation alone, the city has \$21,000,000 in cash over and above the outlay, and acquired in addition thereto land valued at \$200,000,000.¹

"Six years ago the city of Minneapolis began reclaiming land around the Lake of Isles. Since that time land in that section has increased in value 1,000 per cent. At Fort Wayne, a lot located opposite an unused park was sold in 1911 for \$750. During 1912 the park site was improved and the lot was resold that same year for \$1,250; the former owner assuming an assessment of \$30.00 as his share of a special assessment levied on account of the park improvement. The city of St. Paul reports that real estate values have increased 400 per cent since the establishment of her park system. Kansas City building lots bordering on the recently constructed boulevards have increased within a few years from 180 to 300 per cent over their former value. A Chicago example is particularly interesting. In the north shore section of Chicago a twenty acre tract in the line of a proposed park improvement was held in 1902 at \$200,000. Later the city decided to fill in the lake flats along the frontage of this property. Four years afterward, in 1906, when the city had completed its improvement of the flats, the original twenty acre parcel was held at \$2,000,000 or considerably more than the entire cost of the city improvement. A list of this character might be continued indefinitely. The examples noted are, however, sufficient to show that a city's investment in public parks may not only prove a source of pleasure for the people but a source of financial profit as well.

A P P E N D I X

Plates in the original report which are not reproduced in this reprint.

1. THE RAILROAD OWNED PROPERTY IN FRESNO - From County Assessor's Records - March 30, 1917 - "The Railroad owned property in Fresno, showing how the heart of the city is strangled by railroads, with few outlets. This makes it very difficult for the west side to reclaim its possibilities as a good residence section."
2. MAP OF THE CITY OF FRESNO, CALIFORNIA - July 1915
3. STUDY OF THE MAIN TRAFFIC ARTERIES INTO FRESNO - For the Fresno City Planning Commission - March 30, 1917
4. PHOTOGRAPH - "Arcades built over the sidewalk in a Belgian City, facing a public square."
5. PHOTOGRAPH - Piazza S. Marco, Venice - "The sidewalks on three sides of this famous plaza are arcaded, affording welcome shelter from the heat. Venice has a climate somewhat similar to that of Fresno".
6. PHOTOGRAPH - Place Vendome, Paris
7. USE OF PROPERTY MAP - Compiled from the Insurance Records for the City Planning Commission of Fresno, January 1, 1917 - "This map shows the exact location and use of all the 6800 buildings in the city and is a most valuable reference in deciding the zone boundaries reasonably, to follow existing tendencies of growth."
8. PHOTOGRAPH - "A Planing Mill in a residence district in the northeast part of the city. A proper zone ordinance at least would permit no more such industries to break in residence neighborhoods."
9. PHOTOGRAPH - "A Mover's Junk Yard in a good residence district on Thesta Street."
10. PHOTOGRAPH - "Laundry on Thesta Street in the center of a good residence district."
11. PHOTOGRAPH - "Splendid small homes such as these are entitled to protection by the city from having new laundries, stores or industries locate next to them."
12. PHOTOGRAPH - "Spur track in sidewalk on P Street, required in all efficient industrial districts."

"No new residences should be permitted in Industrial Zones, to hold back such facilities as unlimited spur tracks in sidewalks, elevated sidewalks, wide heavy hauling pavements, extra large sewers for industrial wastes, etc.

"Alameda and Berkeley have established industrial zones with the above regulations."

13. PHOTOGRAPH - Mill on N Street near Fresno Street - "A relic of former small town days."
14. PHOTOGRAPH - Residential district - location unknown
15. PHOTOGRAPH - Hospital (now Sequoia Hospital)
16. PHOTOGRAPH - Grocery store and barn in poor district
17. PHOTOGRAPH - Estrada's Spanish Kitchen
18. PHOTOGRAPH - Karlsruhe, Castle Square - One of the best planned cities in the world - "A city that made it worth while to property owners to leave an arcade on the ground floor. Fresno can accomplish the same purpose by allowing owners facing the Court House Plaza to build out over the sidewalk."
19. SKETCH - Proposed Uniform Design for New Buildings Facing Court House Plaza, Fresno - The City to permit the property owner to build new buildings 15'0" out over sidewalk provided arcade passage is left on ground floor and front of building conforms with this or one finally adopted design. For the Fresno City Planning Commission, Jan. 2, 1918
20. PHOTOGRAPH - Arcade along the rue de Rivoli, Paris - "Some of the finest stores in the world are in these arcaded blocks of Paris. Fresno property owners and the city would both gain by a similar arrangement here."
21. PHOTOGRAPH - Street in Paris - "Arcades over the sidewalk for many blocks in Paris, leading to the Place Vendome. The City required owners to adopt the City's design for their buildings, if allowed to build out over the sidewalk."
22. MAP OF THE CITY OF FRESNO - July, 1915
23. TREE CENSUS MAP OF FRESNO - "Blocks shaded in are planted with existing trees of an age, height and kind recorded in a block book for each numbered district, so that it is now only a matter of detail to know where to fill out."
24. PHOTOGRAPH - The County Court House From Mariposa and I Streets - "This is one of the finest vistas in America. The Dome and portico have an unusually fine proportion and the building is admirably placed. It should be carefully guarded from those who would tear it down. The congestion of street traffic on Mariposa and I Streets is also shown."

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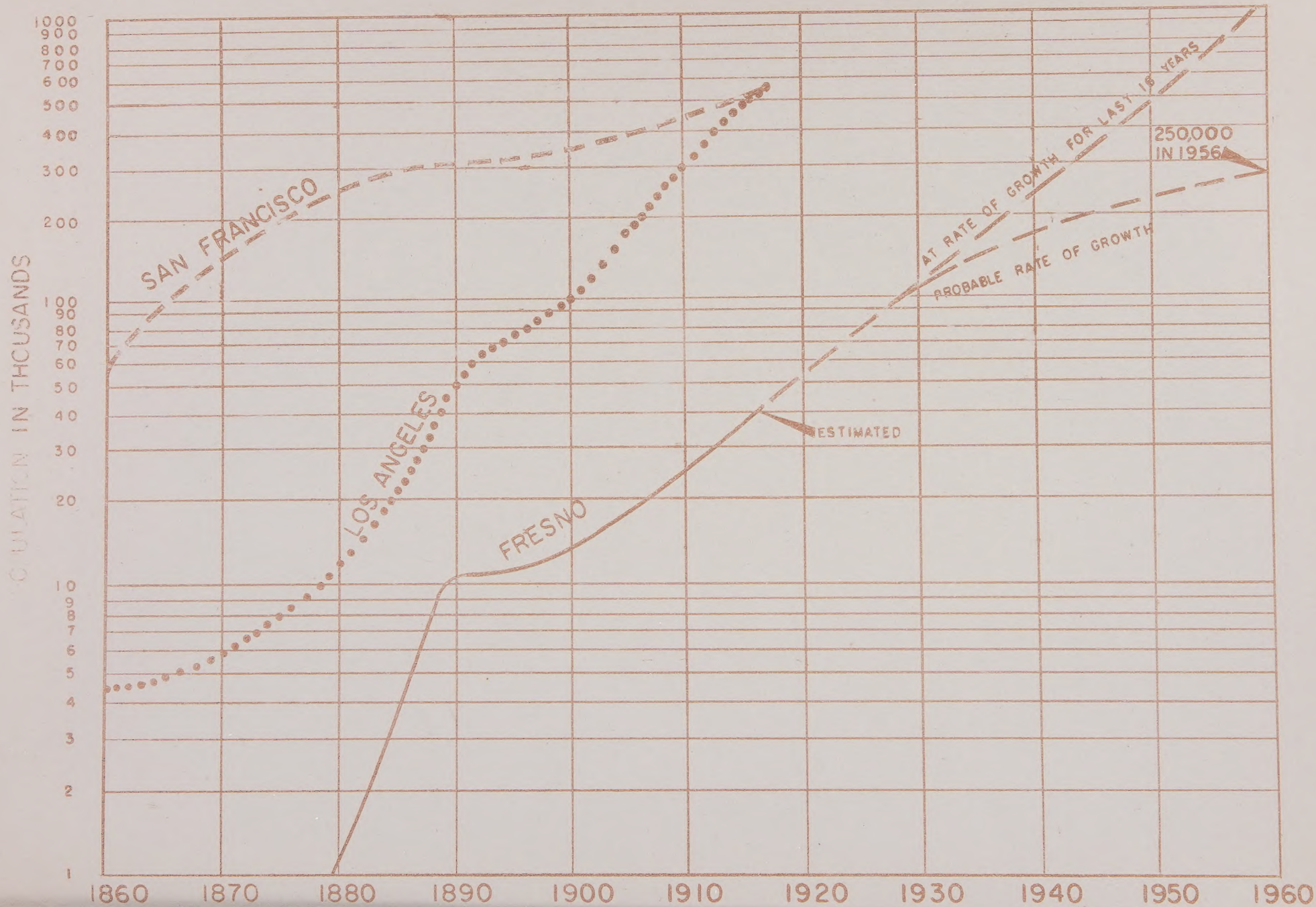
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